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**Committee of Experts on Public Administration**
**Thirteenth session**
7-11 April 2014
Item 2 of the provisional agenda
**Adoption of the agenda and other organizational matters**

## Provisional agenda and organization of work

1. Election of officers.
2. Adoption of the agenda and other organizational matters.
3. Transforming public administration for sustainable development:
   (a) Strengthening national and local capacities for sustainable development management;
   (b) Promoting leadership, innovation and risk management for sustainable development;
   (c) Invigorating the professionalism and morale of the public service.

*Documentation*

The Committee of Experts on Public Administration will submit three background papers for discussion with a view to: (a) addressing progress in attaining the Millennium Development Goals, residual challenges and governance deficits and how transforming governance to allow it to serve the interests of sustainable development as well as defining a new vision for capacity development are now urgent imperatives at both the national and local levels for sustainable development management (E/C.16/2014/2); (b) exploring the transformation in public administration and public leadership that needs to be undertaken to enable Governments to pursue and achieve sustainable development, and calling for public administration leadership to adopt risk management practices and develop appropriate capacities to assess, measure and manage risk (E/C.16/2014/3); and (c) offering commentary on the impact of reform on the public service and on public servants as the stewards for delivery of the development goals, especially in developing countries in Africa, and the challenges and issues reform has wrought on the professionalism of the public service, and drawing lessons from the reform periods and the Millennium Development Goals to explore whether public

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servants have the requisite ethos, behavioural pattern and motivation to successfully deliver on the sustainable development agenda (E/C.16/2014/4). On the basis of the parameters set out in those papers, the Committee will discuss and present conclusions and recommendations related to the transformation of public governance and public administration in supporting sustainable development.

4. Review of the United Nations Programme in Public Administration and Finance.

*Documentation*

The Secretariat will submit a report on the activities implemented in 2013 and those proposed for implementation in the biennium 2014-2015 under the United Nations Programme in Public Administration and Finance (E/C.16/2014/5). The Committee will review those activities with a view to making recommendations to the Secretariat aimed at assisting Member States in addressing concerns of global importance and in becoming aware of emerging issues related to public governance and administration and its role in supporting sustainable development.

5. Agenda for the fourteenth session of the Committee of Experts.

*Documentation*

The Committee will review its programme of work and make recommendations to the Economic and Social Council on the agenda for its fourteenth session.

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**Committee of Experts on Public Administration**
**Thirteenth session**
7-11 April 2014
Item 3 (a) of the provisional agenda*
**Transforming public administration for sustainable development**

# Strengthening national and local capacities for sustainable development management

## Note by the Secretariat

The present paper is hereby transmitted in accordance with the proposed programme of work for the thirteenth session of the Committee of Experts on Public Administration (E/C.16/2014/1). It was prepared by Najat Zarrouk. The views expressed and the content presented in the paper are those of the author and do not imply any expression of opinion on the part of the United Nations.

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# Strengthening national and local capacities for sustainable development management

*Summary*

The United Nations-led international discussions on the development agenda beyond 2015 have led to a number of conclusions, including the following: first, it is shortcomings in governance, capacity and skills, particularly in public institutions and administrations, that lie at the root of the delays and difficulties involved in achieving the Millennium Development Goals, and, second, there is worldwide consensus that a transformation of governance is needed, not just as a priority for sustainable development, but as an end in itself.

A new vision of capacity building at all levels is vital to transform governance and ensure that it serves the needs of sustainable development. This is particularly the case in developing countries, countries in democratic transition, countries experiencing or emerging from conflict, and countries with limited income.

Capacity building can become the key to transforming governance and integrity, improve skills, boost professionalism and mobilize citizens to become involved, thus generating a positive effect on democracy and development alike. In order to achieve this, it must be properly defined; adhere to fundamental principles; be guided by strong, committed, competent and ethical leadership; be part of a holistic national strategy embracing "new public management"; be rooted in participative, inclusive, iterative, results-based, citizen-focused, service-oriented methods; and strive for sustainable development. It must be inspired by best practice, and profit fully from international cooperation, partnership and solidarity. To these ends, a roadmap has been proposed for use at national and local levels. It takes account of the institutional setting; distinctions, roles, attributions and responsibilities; resources available and objectives or results to be attained. Certain issues are of key importance. They include sustainable urbanization, which requires committed and ethical leadership, good planning and governance and the involvement of all affected parties.

# I. Introduction

1. The international community's progress in human, economic, social, technological and environmental development[1] has been "driven by a combination of economic growth, government policies, civil society engagement and the global commitment to the Millennium Development Goals", but has also resulted from scientific and technological advances and the emergence and involvement in the dynamics of growth and development of a number of actors exercising influence on the State.

2. While a number of countries have been experiencing a period of overall prosperity, dynamism and competitiveness, the international, regional, national and local environment has in recent times been in constant flux, presenting the international community with a complex situation in which globalization or liberalization brings ambivalent effects for the future of all States. We have seen multidimensional crises; an unprecedented groundswell of demands asserted through demonstrations, strikes, revolts and sit-ins;[2] the impact of information and communication technology (ICT) and social networks; environmental problems, and major difficulties caused by scarcity of financial resources or waste, mismanagement and corruption. Above all, we are witnessing a real crisis of trust in the public service, resulting particularly from shortcomings in governance and enormous deficiencies in capacity and skills at national and local levels; in integrity, ethics and transparency; in efficiency and effectiveness; in performance, delivery and quality of services, and in the commitment of the public.[3]

3. The many objective and inclusive discussions initiated by the United Nations[4] provide the Member States with an unprecedented opportunity. They have launched a

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[1] "A New Global Partnership: Eradicate Poverty and Transform Economies through Sustainable Development," report of the High-level Panel of Eminent Persons on the Post-2015 Development Agenda, United Nations, May 2013; hereinafter "Report of the High-level Panel of Eminent Persons".

[2] Public spaces have become emblematic for societies in search of a better future (Tahrir Square in Cairo and Independence Square in Kyiv).

[3] The situation in a number of Arab countries has highlighted the need to remedy shortcomings in democratic governance at national and sub-national level, to lend legitimacy to development policies and support the empowerment of the population, Report of the High-level Panel of Eminent Persons.

[4] – Report of the Secretary-General: A life of dignity for all: accelerating progress towards the Millennium Development Goals and advancing the United Nations development agenda beyond 2015 (A/68/202, 26 July 2013);
– A New Global Partnership: Eradicate Poverty and Transform Economies through Sustainable Development", report of the High-level Panel of Eminent Persons;
– An Action Agenda for Sustainable Development: Report for the United Nations Secretary-General, prepared by the Leadership Council of the sustainable development Solutions Network (SDSN), 6 June 2013;
– Progress Report of the Open Working Group of the General Assembly on Sustainable Development goals; United Nations System Task Team on the post-2015 United Nations Development Agenda, Statistics and Indicators for the post-2015 Development Agenda, 2013;
– Global Sustainable Development Report, 2013;
– Resolution 66/288 adopted by the General Assembly on 27 July 2012, entitled "The future we want";
– Initial input of the Secretary-General to the Open Working Group on Sustainable Development Goals (A/67/634, 17 December 2012);

debate on the development agenda beyond 2015 and generated a new vision of sustainable development. The recognition of solid institutions and good governance as a catalyst for sustainable development has resulted in the international community giving priority to good governance as an end in itself in that development agenda.

4. The question is how to set countries on a path to sustainable development, particularly countries which still have enormous deficiencies, lag behind in human development and sustainable development, and lack even the structural foundation needed to meet the 2015 target date, which they will surely miss. How can we make countries democratic, capable and competitive? How can we ensure that the public sector contributes to this worldwide momentum for structural change, becoming a pillar of the process of transformation and serving the needs of sustainable development? What kind of contribution can the strengthening of institutions, management and skills make to that process? What skills are needed to select, implement, monitor and evaluate strategies, plans and programmes at national and local level?

5. This paper will try to answer these questions by focusing on three main points:

(a) The international consensus around the role of governance as a catalyst for sustainable development and as an end in itself;

(b) Capacity building is an investment in transforming governance;

(c) The case for a new vision of capacity building as a key to sustainable development.

## II. The international consensus around the role of governance as a catalyst for sustainable development and as an end in itself

6. While the discussion and reports which have emerged from the international debate on the development agenda beyond 2015 suggest that governance should from now on be considered a facilitator of sustainable development, an examination of its current situation and practice shows it to be in need of a substantial transformation before it can meet the challenges described above.

### The place of governance in the development agenda beyond 2015

7. The sustainable development aspirations of the international community need the presence of good governance in every country — rich or poor — at local, national, and global levels, and by all sectors of society. This is "an important means to achieving the three other dimensions of sustainable development — economic, social, and environmental — but it is also an end in itself".[5]

– Post 2015 Matrix on governance, United Nations Department of Economic and Social Affairs/Division for Public Administration and Development Management;
– See also United Nations Development Programme Consultation Report of the Global Thematic Consultation on Governance and the Post-2015 Development Framework, 2013.

[5] An Action Agenda for Sustainable Development: Report for the United Nations Secretary-General.

8. We need not just to transform governance, but to promote transformational governance. This is one of the ten priority challenges for sustainable development.[5]

**The transformation of governance: a priority challenge for sustainable development**

9. In the past, the State had a monopoly on development-related decision-making and governance. In an era of globalization, liberalization and networking, the State must rely on a whole range of influencers of growth and development, which act and interact (they include the private sector, local authorities, civil society, the media, universities and donors). The digital revolution and new technologies play a fundamental and unprecedented role in integrating the global economy and driving demand from all the segments of society called upon to play a part in decisions taken by States.

10. The post-2015 development agenda must therefore be based on the rule of law; respect for human rights and individual and collective freedoms; citizen engagement; effective participation by all actors and the leveraging of human potential, particularly that of women; promotion of transparency and accountability; effective and efficient institutions; and mobilization of the resources required to facilitate sustainable development.

11. Governance is multidimensional: it is an essential means of achieving sustainable development goals but is equally important as an end in itself that enables people to interact and exercise their rights.[6] This is a transformational governance aimed at undermining the traditional mechanisms governing the distribution of power and the right of initiative[7] by promoting new principles, patterns and procedures in a State that is able to make the necessary changes.

12. This transformation cannot take place, however, without capacity-building for individuals, institutions and societies at the national and local levels. Similarly, ongoing United Nations involvement in strengthening the capacities of public administrations will be crucial in giving them the wherewithal to implement the international, national and local goals of this global agenda. Governance has thus become a central component of economic and social development. It is also linked to several different aspects of our common history: the development and dissemination of values, the creation and distribution of wealth, and the emergence and strengthening of institutions,[8] all of which explains why capacity-building plays such a strategic role.

## III. Capacity-building: an investment in the transformation of governance

13. One of the major constraints to putting developing countries, particularly in Africa, on the path to accelerated growth and sustainable development remains the

[6] United Nations Development Programme, Consultation Report of the Global Thematic Consultation on Governance and the Post-2015 Development Framework, 2013.

[7] Organization for Economic Cooperation and Development (OECD), *Governance in the 21st Century*, *Future Studies*, Paris, 2001

[8] Daniel Tarschys, "Wealth, Values, Institutions: Trends in Government", in OECD, *Governance in the 21st Century*, *Future Studies*, chap. 2.

lack of capacities as an underpinning of committed, robust, honest and effective institutions at all levels of governance.[9] Capacity is key to ensuring good governance and delivery of services; that is why there is consensus within the international community on the need for investment in capacity-building, a concept that has yet to be defined and that must, if it is to achieve the desired results, take a number of parameters into account and have a holistic scope that encompasses all institutions of governance.

**What is capacity-building?**

14. Capacity-building or capacity development is defined in two different ways: in the narrower sense, the main focus is strengthening organizations and skills or addressing economic and technical issues; in the broader sense, it refers to a wide range of capacities, from those of the individual to those of the whole society, and involves a number of approaches, the most important of which is the bottom-up approach.[9] Capacity-building is generally defined as an endogenous process[10] through which a society (and all its component parts) alters its rules, institutions and lifestyle, builds its social capital, and becomes more responsive, adaptable and self-disciplined.[11] It relates to development at different levels of society, to entities and institutions of varying size and scope, and to the various stages of the development process, while also seeking to combine previously isolated approaches, such as organizational development, community development, systemic development and sustainable development, under a single overarching term.[12] Capacity-building can achieve the expected results only if it occurs at three interdependent levels — the individual, institutional and societal levels — while also taking into account the local, national and international environment.

**Basic principles and characteristics of effective and efficient capacity-building**

15. A number of capacity-building initiatives targeting public administration at the national and local levels have been launched, either by States themselves or by the United Nations, donors and many other actors. To ensure the effectiveness and efficiency of such initiatives, capacity-building must be an endogenous process that relies on local leadership. It requires broad participation by all stakeholders, including the people, and an underpinning of good governance, which is essential in fostering an enabling environment for development and progress; above all, it is a process that stems from a true desire for change. At least five core principles must be the guiding force behind any capacity-building programme aimed at public administration: ownership, sustainability, participation, mobilization of local resources and a change process.[9]

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[9] Economic Commission for Africa (ECA), African Governance Report II, 2009.

[10] See United Nations Food and Agriculture Organization Corporate Strategy on Capacity Development, 25 October 2010.

[11] European Centre for Development Policy Management, Resources, Qu'est-ce que le renforcement des capacités, 9 July 2003; Approaches and Methods for National Capacity Building, Report of a workshop, Maastricht, 26-29 May 1998.

[12] Peter Morgan, Capacity and Capacity Development — Some Strategies, note prepared for the Political and Social Policies Division of the Canadian International Development Agency, October 1998.

**The scope of capacity-building**

16. A globalized economy needs effective institutions and governance in all States. For emerging countries, developing countries, countries in conflict situations, low-income countries, poor countries and geographically disadvantaged countries, the main challenge is to "promote a culture of good governance necessary for sound economic management, efficient service delivery and social empowerment of the people".[9] Becoming part of globalization and taking advantage of the opportunities it affords, closing the human development gaps by 2015, preparing for the challenges of sustainable development in all its various dimensions, and coping with a complex and difficult environment at all levels requires robust, accountable, competent, open, honest and committed institutions and governance capable of leading change and adapting to new ways of governing. Any capacity-building strategy should therefore have a holistic national dimension that targets all institutions of governance.[13]

**Building the capacities of State institutions**

17. The State has crucial significance for political dialogue and cooperation among all States and for helping to strengthen the three fundamental pillars of the United Nations: international peace and security, human rights, and development. The collective response to the challenges and opportunities emerging from the many complex political, social and economic transformations under way must also be guided by the rule of law.

18. Consequently, the institutions to be targeted by capacity-building must include the institutions of the State and its constituent parts, namely, the legislative, executive and judicial branches on one hand, and local governments and authorities on the other.

**Legislative branch**

19. Significant progress has been made in the adoption of constitutions that enshrine the role, competencies and resources of parliaments that, throughout the world, play a fundamental role in such areas as legislation, oversight of the executive branch, budgetary oversight, assessment of public policy, parallel diplomacy and networking. The fact remains that most developing countries have not yet managed to establish good parliamentary governance[14] with a positive impact on development. A strong, competent and professional parliament with enhanced capacities not only embodies democracy and the rule of law but also contributes to the formulation of effective public policy that meets development expectations, oversees the allocation and rational use of public resources in a manner that meets citizens' expectations, and helps to anchor good governance at the national and local levels.

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[13] Sako Soumana and Genevesi Ogiogio, "Africa: Major Development Challenges and their Capacity Building Dimensions", African Capacity Building Foundation (ACBF) Occasional paper, No. 1, quoted in the ECA African Governance Report II, 2009.

[14] Expression taken from the message delivered by the King of Morocco, H.M. Mohammed VI, at the commemoration in Rabat of the fiftieth anniversary of the Moroccan parliament, 25 November 2013.

**Executive branch**

20. The role of government is to exercise executive power, which means enforcing laws and designing and implementing public policy and programmes while also discharging the duties of public administration.

21. However, in spite of laudable reform efforts, public administrations have faced numerous capacity-related problems, including the weakness of institutions; the absence of leadership and strategic and operational management; a lack of interest in the civil service;[15] the lack of qualifications and professionalism of human resources;[16] the bureaucracy; rigidity; conservatism; inertia and absenteeism; corruption;[17] the existence of public services that are not oriented toward citizens, human rights or results, are not transparent, inclusive or open to the environment, and, above all, are not subject to accountability; and also the centralization of power and resources.

22. Public administrations at the national and local levels are called upon to take account of the realities of a composite environment that is continually changing, be attentive to trends in the public sector, meet the expectations of the population, provide and deliver quality services, manage complex situations, take account of diversity, become attractive spaces where it is good to work and have a career, make the most of scarce means, and, above all, be ethically above all suspicion.

**Judicial system**

23. An independent judicial body is a prerequisite for an operational democracy and plays a central role in good governance. Judicial independence "is the foundation for the rule of law",[9] and "access to justice and an effective judicial administration are catalysers for development and human rights".[6] The situation affecting the judicial system in most developing countries is a real impediment to the firm establishment of democracy, the rule of law, trust in government leaders, and to attracting investment and, therefore, to development. The main shortcoming in these areas relate, inter alia, to the independence of the justice system, the lack of sufficient human resources (judges, magistrates and other dedicated staff) who are qualified, competent, motivated and honest; and sufficient, community-based and functioning infrastructures.

**Local governments**

24. In order to promote participatory democracy and individual and collective freedoms, States have systems and public policies for decentralization and deconcentration. Building a State indeed means building a State within a nation that is unified but also respects diversity and is inclusive. The recognition of local

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[15] John-Mary Kauzya, Strategies for Attracting and Maintaining the Best Talent in the Public Service in Africa: Challenges and Strategies in Strengthening the Professionalization of Human Resources Management in the Civil Service in Africa, Workshop for Human Resources Personnel in Africa on "Strengthening Human Resource Capacities for the Achievement of the Millennium Development Goals and Africa's Development", Cotonou (Benin) 12-16 April 2010.

[16] Odette Ramsingh, Overview of Issues, Challenges and Prospects for Effective Management of Human Resources in the Public Service in Africa, 2010 workshop, see note 15.

[17] Najat Zarrouk, Ethics, Transparency, Accountability, Professionalism and Integrity in the Public Service, 2010 workshop, see note 15.

governments[18] and decentralization represent a profound and thorough transformation of the State, its power, its authority and the way in which it manages its population. Local governments confront at least four types of challenges which inevitably have an impact on any process of training and capacity building. They relate to democracy, local organization and public governance, the challenges of urban management, and the impact on the welfare of citizens, poverty alleviation and development. These challenges also depend on the local governments' degree of the real and effective autonomy as well as their room to manoeuvre, particularly in the key areas of development (including civil registration, education, health, hygiene, sanitation, habitat and housing as well as transport and urban mobility). In order to obtain results, all local-governance actors must work together with the central government.

**Capacity-building of non-State institutions**

25. In the global age, we consider that non-State actors, who are also generally called civil society actors, "can play an important role in consolidating and strengthening democracy: mobilizing and articulating social demands, defending human rights, spearheading development activities and reducing poverty".[9]

26. The reports from the global deliberations on the post-2015 development agenda have underscored the fact that the failure to take account of diversity, the marginalization of non-State actors in the elaboration and implementation of programmes relating to the Millennium Development Goals (MDGs) and their shortcomings in the area of capacity building have caused the delays in human development and sustainable development. Accordingly, most developing countries have tended to develop systems based on assistance and wide-ranging technical assistance allowances, in which the populations have in practically all fields ultimately adopted an attitude of expectation rather than initiative and have a lack of interest in the process of planning and following up development efforts, a lack of confidence in their capacities and a fear or mistrust of the authorities. The relationship between the authorities and the citizens is still perceived as one between "the leaders and the led".[19] Accordingly, any capacity-building process should integrate and take account of the various non-State and civil society actors.

27. The non-State actors that emerged towards the end of the twentieth century which are transforming the methods of classical governance and should have a major impact on the post-2015 development agenda include civil-society organizations (associations or non-governmental organizations), political parties, the private sector (the business world and the informal sector), trade unions,[20] the

[18] We use the term "local governments" to indicate the authorities other than the State, to which the latter has transferred or delegated competencies and functions involving the provision of public service, whether they be elected authorities (the process of decentralization personified through local communities) or appointed (the process of deconcentration personified through deconcentrated authorities or services).

[19] Experience of the Programme of Support for Local Governance in Rural Areas in Rwanda, Overview of Citizen Participation, 2008 summary report on capacity building: the motor of local governance. Centre for Research and International Cooperation, February 2012.

[20] The main problems affecting trade-union movements relate, inter alia, to the legal framework, social dialogue, negotiations and collective agreements.

media, universities, minorities, people with specific needs (including women, older persons, young people and the disabled as well as the diaspora.[21]

28. There is an urgent need at this level also to revisit the process of capacity building in order to determine mandates and roles and responsibilities and fully understand the basic principles of good governance; ensure the commitment of citizens and their inclusion; organize; influence the choice of orientations; acquire the necessary skills and basic knowledge for participating; raise awareness; engage in advocacy and lobbying; obtain resources and manage them wisely; make a positive contribution to the formulation, implementation, follow-up and evaluation of development policies and programmes; and remain committed and become spaces promoting socialization and participatory democracy in the interest of society as a whole.

## IV. For a new vision of capacity building as a key factor in sustainable development

29. Capacity building is itself a public policy destined to undergo profound change and respond to the requirements of good governance, enabling different actors, both State and non-State actors, to become immersed in the values of effective and participatory democracy and good governance, have the necessary capabilities for managing complexity, crises and multidimensional risks to cope with the challenges of our age; anticipate and direct change; mobilize, allocate and manage increasingly scare resources by "doing more with less"; become increasingly competitive and rise to the task of sustainable development. These challenges require the emergence of a new vision of building capacities at the national and local levels, which are today more than ever the key to development and hold the challenge of enabling States, local governments and the various components of civil society to be at the heart of the country's development dynamic and progress through democratic, competent, honest, effective, efficient, actively engaged administrations that are open, responsive to their environment, inclusive and citizen-oriented.[22]

### Promotion of holistic national strategies for capacity building

30. While the importance of capacity building or development is universally recognized, the choice of strategies in that regard is not obvious, particularly for developing countries, countries in democratic transition, low-income countries, geographically disadvantaged countries, or countries in a post-conflict situation. On the basis of the characteristics, contexts and constraints specific to each country, public administrations must adopt a national and holistic strategy for capacity building (like the existing strategy for training and education), integrating all the dimensions of public governance (administrative, judicial, social, economic and

[21] The ECA African Governance Report II (2009) provides a summary of the deficiencies in governance and capacities affecting most of the non-State actors, inter alia with regard to a mandate, the institutional organization, human resources, financial resources, infrastructures and relations with the State.

[22] The wording of this part of the document was to a large extent inspired by the strategic plan to support Moroccan territorial communities in the field of training, skill development, capacity building and networking, 2010-2015, Ministry of Internal Affairs (Morocco).

environmental) as well as the three pillars of capacity building (the individual, organizations and society).

**A national strategy pursued by transformational, committed, competent and ethical leadership**

31. It is not an easy task to put forward a common definition of leadership since cultures and perspectives differ so much. Nevertheless, good and modern leadership can make a real difference in terms of public-sector performance. There is a growing consensus that it is the most vital element in the development of national and local good governance. Leadership is the capacity enabling organizations and individuals, on the basis of political commitment, to formulate a vision for the future, promote change, inspire action, mobilize and bring together the stakeholders, and ensure concrete results.[23]

32. Handling change, complexity and diversity by means of capacity building requires a new, transformational leadership at the national and local levels that is capable of galvanizing "the troops", proposes a bold vision, organizes resources for essential strategies and urges everyone to take initiatives as leaders themselves in the overall interest of the community. This type of leadership must call into question the status quo, particularly when it has no impact on the country's development; it encourages innovation, is constantly searching for better practices, and insists on the highest standards. It must take into account at least the following factors: the challenges facing the public sector, existing institutions and authorities, the development level of organizations, and values, skills, behaviour and practices, results and the impact on populations and the country's development as a whole.[24] We must strengthen the capacities of leaders and have leaders who are capable of devising and piloting the implementation of national capacity-building strategies.

**A holistic national strategy based on a bottom-up approach**

33. In order to be able to lay down a national capacity-building strategy, it is necessary to establish a vision and visibility (knowing where one is going or wishes to go, for which target audience, for which priorities, with which resources, and on the basis of which timetable). Whether it targets the national or local level, the national strategy must be holistic in nature, taking into account the basic principles of capacity building referred to above. It must respond to the expectations of the citizens (including effectiveness, simplification, proximity, access to information, particularly with regard to procedures and services, personalization of service, diversity and modernization) and to the requirements and pressures of taxpayers and civil society for improved governance with better management of public funds, better services for better costs, transparency and accountability, and to the expectations of the agents involved.

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[23] Leadership for Modern Local Government, Council of Europe, Centre of Expertise for Local Government Reform, in partnership with John Jackson, expert, United Kingdom of Great Britain and Northern Ireland.

[24] See the recommendations of the 35th Conference of the African Association for Public Administration and Management (AAPAM), "Quality Leadership for Effective and Efficient Management of Public Service in Africa", Kigali (Rwanda) 18-22 November 2013, in the Division of Public Administration and Development Management Monthly Update to the Committee of Experts on Public Administration, November 2013, United Nations Public Administration Network.

34. The strategy should focus on change, with an imperative need for innovation at the level of individuals, organizations and society. Indeed, to ensure that it can make a real contribution to transforming public governance and have an impact on development in all its dimensions, the strategy should target all the stakeholders interceding, acting or interacting in the sphere of public governance or with respect to a specific public policy, whether they be State, non-State, national or local actors.

**Proposal for a road map for capacity building at the national and local levels**

35. On the basis of the view that "there is no better method" and that there is a need to avoid imposing international "best practices",[25] a national capacity-building strategy should be integrated within a political environment and based on strategic orientations and pragmatic, viable, feasible and coherent choices through an interactive, inclusive, participatory, iterative process that incorporates the following at the very least:

(a) Defining strategic orientations on the basis of good management, participatory governance and efficient and quality management striving for excellence;

(b) Establishing results-based management as a public sector management approach oriented towards meeting development targets, the accountability of State agents and local communities, transparency and imputability in public management, and using available data to improve the decision-making process;

(c) Conducting a participatory diagnosis exercise by mobilizing all the stakeholders concerned with regard to the capacity-building strategy in order to evaluate existing capacities and shortcomings to be overcome, identify trends, define objectives and analyse and select options;

(d) Guaranteeing citizen participation and commitment as a strategic option, which are essential to the concept of democracy, be it at the national or local level. Citizen participation and commitment strengthen the legitimacy of decisions taken, impose respect for public accountability and figure among the basic principles of governance since they have intrinsic value (being a full citizen, in addition to casting a ballot, entails being involved in the decisions that concern him) and contribute to more responsive services that have a positive impact on the country's social and economic development. The stakeholders should be involved throughout the process through multisectoral collaboration and mechanisms for consultation, providing information and involvement in decision-making processes;

(e) Identifying training and capacity-building needs through surveys, interviews and questionnaires focusing on target groups and polls among target audiences;[26]

(f) Drawing up, if necessary, policies, laws, plans and sectoral, thematic or target-audience strategies (including State bodies, non-State bodies, human

[25] Nick Manning and Willy McCourt, The Public Sector Management Strategy of the World Bank, in *International Review of Administrative Sciences*, International Institute of Administrative Sciences, vol. 79, No. 3, September 2013.

[26] See the tools developed by the Council of Europe and the Centre of Expertise for Local Government Reform.

resources, local elected officials and civil-society actors), stressing the roles, responsibilities, commitments, skill levels sought and objectives to be achieved;

(g) Formulating, implementing and managing a budget, inter alia, by mobilizing further supplementary resources, whether national or foreign; also ensuring participatory and gender-sensitive budgets;

(h) Ensuring the coherent organization of the public capacity-building policy by providing coordination mechanisms and recognizing common aims to be achieved.[27] For OECD (2006), the search for coherence consists in ensuring that achieving objectives or results specified under policies adopted by a government is not impeded by other policies devised by the same government;

(i) Ensuring follow-up, preparing reports and brief statements and drawing lessons from experience, without not forgetting to train, develop skills and build the capacities of specialized teams;

(j) Taking into consideration and managing diversity;

(k) Mainstreaming the gender approach as an approach for analysis and intervention aiming to reduce inequalities between women and men;

(l) In keeping with the saying "what is not counted does not count", the administration should have an information and knowledge system as well as data bases, making use of information and communications technology (ICT) in order to guarantee the taking of decisions and initiatives, have recourse to reliable data and be able to produce, manage, exploit and communicate information and knowledge;

(m) Promoting electronic governance and ICT use to improve responsiveness, performance and transparency; contribute to sustainable development (a paperless policy); and increase proximity (development of e-learning platforms);[28]

(n) Making better use of benchmarks, "success stories" and best practices existing at the local, national, international or continental levels in the public or private sector;

(o) Utilizing audit and management-control mechanisms;

(p) Promoting partnership and "win-win" cooperation with all actors, national or foreign, public or private, that can provide value added to the strategy, including ministries, development agencies, territorial communities, public and

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[27] The strengthening of coherence is taken up in the report of the United Nations Conference on Sustainable Development, held in Rio de Janeiro (Brazil) from 20 to 22 June 2012 (Rio+20) [para. 76 (d)] in order to reduce fragmentation, and increase effectiveness, efficiency and transparency, while enforcing coordination and cooperation. Several disciplines became interested in the concept of public policy coherence by making use of a variety of other concepts such as the integration of public policies, the cross-cutting nature of public policies, the coordination of public policies and holistic governance; see OECD, Building Policy Coherence, Tools and Tensions, Public Management Occasional Papers, No. 12, 1996: Studies in European Development: European Union Mechanisms that Promote Policy Coherence for Development, 2006.

[28] The Department of Economic and Social Affairs/Division of Public Administration and Development Management, through the United Nations Public Administration Network, and the World Bank, through the World Bank Institute, have set up e-learning platforms which broadcast training programmes and promote the independence and empowerment of the beneficiaries of training while making effective use of ICT.

semi-public establishments, universities and higher education institutes, national and foreign civil society, the private sector, embassies and donors;

(q) Promoting networking on the basis of the adage "Network is Networth", which has never been as important as it is now in the age of the digital revolution;

(r) Building up experience and avoiding reinventing the wheel each time;

(s) In conducting capacity-building programmes, respecting the stages of this universally recognized process: identification of needs, choice of themes or actions, defining terms of reference or specifications, identifying and negotiating with service providers, validating teaching modules and aids, inviting participants, providing teaching space equipped with aids and educational material, conducting activities, supervising and structuring activities, orienting, following up and accompanying target groups, providing participants with easily usable documentation to serve as a practical guide in their work, enhancing the value of activities and the standing of the beneficiaries of activities as well as partners by awarding certificates of recognition, immediate and delayed evaluation of activities, accumulation of material (including teaching kits, tool boxes, training modules, reports and documentation) and collecting document files;

(t) Taking into consideration the specificities, expectations and challenges of local governments and other non-State actors; thus, for the capacity building and empowerment of local communities, taking into account and integrating all the challenges alluded to above by emphasizing the institutional environment (roles, functions, resources, relations with the State); participatory planning and evaluation; administrative, financial and human resources management; participatory governance mechanisms; the commitment of citizens; and the integration of the gender approach, diversity and measures to combat discrimination (based on identity, location, social factors or economic conditions). The Kampala Declaration on Developmental Local Government refers to "removing the barriers to decentralisation to promote a bottom-up approach, which should include building local skills, staff and leadership capacity, which should reach out to the large population beyond the formal and informal sector, to boost the achievement of localised targets and goals";[29]

(u) Among the priority themes, both for States, local communities and civil society, there is a need to stress the challenges and opportunities arising from the rapid urbanization which large cities and towns have undergone. This is a key issue[29] for the current and future situation, particularly if the demographic transitions and changes occurring at the global level are taken into account.[30] These trends give rise to new expectations and requests relating to equipment, basic infrastructures and provision of services (including habitat, housing, education, health, water, sanitation, hygiene, transport, lighting and employment) and require committed and ethical leadership, quality management, resource mobilization, a commitment on the part of citizens, State support and assistance and international cooperation. There is indeed considerable potential for sustainable development

[29] See the Declaration adopted following the seventh Commonwealth Local Government Conference, Kampala (Uganda) 14-17 May 2013.

[30] See the report of the Population Division of the Department of Economic and Social Affairs, June 2013, concerning 233 countries and areas.

where urbanization is well planned, well managed and supported by all the stakeholders;

(v) In addition to the specific tasks carried out by each administrative structure in accordance with its roles and functions, the framework of jobs and skills, the cross-cutting fields and means which today seem to have priority in order to have strong institutions and strengthen public governance are the rule of law, human and civil rights, transformational leadership, values and ethics, anti-corruption measures, accountability and imputability, political analysis, management, performance management, the formulation of public administration programmes, strategic planning, good governance, participatory and collaborative governance, the commitment and participation of citizens, sustainable development, provision of services, the public-private partnership, public services management,[31] the gender approach,[32] diversity management, electronic governance, ICT and information systems, management of resources (human, financial, heritage, technological and logistic), auditing and management control, prevention and management of conflicts, crisis management, risk management, resilience and results-based management;[33]

(w) Promoting "á la carte" capacity building: capacity building by trainers from the organization utilizing the experience acquired, establishing a pool of local experts,[34] capacity building by peers,[35] and making use of outsourcing and the public-private partnership;

(x) Undertaking a systematic and periodic evaluation of the various stages of implementing the capacity-building strategy or programmes;

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[31] UNDP, Practitioner's Guide: Capacity Development for Environmental Sustainability, March 2011.

[32] The gender approach theme has several dimensions: gender and public governance, gender and local governance, policy effectiveness, implementation of a national gender policy, equitable representation of women, active participation by women and access to and control of resources.

[33] Council of Europe, Toolkit of Local Government Capacity-Building Programmes; Workshop organized at the 33rd AAPAM Round Table Conference on "Support to Strengthening Public Administration and Leadership Capacities at the Local Level for the Achievement of the MDGs and Other Development Agenda", Lilongwe (Malawi), 14-18 November 2011; Strategic plan for training, capacity building, skill development, networking for the benefit of local communities of the General Directorate of Local Communities of the Ministry of Internal Affairs of the Kingdom of Morocco (2010-2015); Capacity building, the motor of local governance, experience of the support programme for local governance in rural areas in Rwanda, Ministry of Local Government (Rwanda), February 2012; the strategy for innovation and good governance in the Walloon Region (Belgium) (2008); François Yatta, Empowering Local Governments, discussion paper, 2013; ECA, African Governance Report II 2009, and the appraisal by the African Capacity-Building Foundation.

[34] See the example of the African Community of Practice for Managing for Development Results, a network of practitioners committed to enhancing the capabilities of the public and private sectors and civil society to effectively engage and improve policy formulation and management in two languages, French and English.

[35] Several examples are of interest: OECD peer review within the framework of the Open Government initiative; the Pan-African Peer Review of United Cities and Local Governments (UCLG) in Africa; UCLG-Africa and Cities Alliance: Assessing the Institutional Environment of Local Governments in Africa, September 2013; Commonwealth Local Government Handbook 2013-2014; the Council of European Municipalities and Regions, Local and Regional Government in Europe, Structures and Competences.

(y) Carrying out an iterative process, devising or reforming, correcting and readjusting the institutional or legislative arrangements relating to governance or management;

(z) When the administration has its own arrangements or when it outsources training or capacity building, particularly to universities and higher-education institutes, ensuring that they conform to the standards of excellence jointly established by the Division for Public Administration and Development Management, the International Association of Schools and Institutes of Administration (IASIA) and the International Institute of Administrative Sciences (IIAS),[36] namely a commitment to public service; defence of the values of the public interest; combining knowledge, community work and service; the importance of teaching personnel; awareness of the environment (diversity of ideas and participation); courses that are well targeted and responsive to partners; adequate resources; and combining collaboration with a spirit of competition. As an alternative, supporting these arrangements so that they gradually move in this direction;

(aa) All capacity-building initiatives should primarily and ultimately focus on investing in the most precious capital for every country, its human capital, as "a lever for development and the source of wealth. It is also the vector for the transformation and management of the other resources and their integration into the development process",[37] and to "unlock" human potential in the private sector and enable it to improve its innovation, creativity, performance and competitiveness;[38]

(bb) Promoting quality and exploring the mechanisms for accreditation and certification;

(cc) On the basis of the principles of the Paris Declaration on Aid Effectiveness, making best use of the provision and support of multilateral or bilateral cooperation as well as international aid, which may take several forms: contributions to financing, expertise, tools and good practices. In this regard, mention could be made of the expertise developed by the Department of Economic and Social Affairs[39] in the areas relating to statistical capacity building, including follow-up to the Millennium Development Goals, macroeconomics, international tax cooperation, social integration and the inclusion of vulnerable groups, sustainable development, including climate change, adaptation and forests, public administration and ICT development, including electronic government. Similarly, the Division for Public Administration and Development Management and the International Association of Schools and Institutes of Administration have had, since 2007, a special team in the field of capacity building of leadership and public administration at the local level;

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[36] The standards of excellence in teaching and training in public administration, 2008, is a joint initiative of the Division for Public Administration and Development Management of the Department of Economic and Social Affairs, IASIA and IIAS, launched in 2005 and is available on the United Nations Public Administration Network and the websites of these associations in the languages of the United Nations.

[37] H.M. King Mohammed VI, Speech from the Throne in 2000.

[38] Department of Economic and Social Affairs, Unlocking the Human Potential for Public Sector Performance, World Public Sector Report, 2005.

[39] Ibid., Capacity Development Strategy, New York, 27 July 2011.

(dd) Promoting, encouraging and celebrating excellence in the public sector and public governance, bearing in mind that best practice is "the optimal method of solving a given problem or accomplishing a certain goal that can be shared and used by others".[40] There are excellent experiences at the continental and global level, which should be encouraged, supported and publicized: the Department of Economic and Social Affairs through the United Nations Public Service Award,[41] the European Public Sector Award,[42] the Economic Commission for Africa,[43] and the Council of Europe.[44]

## V. Conclusions

The difficult and complex environment as well as the multiple current and future challenges with regard to development in its different dimensions require a new vision, new governance and new management in the field of capacity building in order to have:

(a) ***competent States*** that respect the constitution and democracy and are intelligent, legitimate, competent, flexible, effective, well-informed, very knowledgeable, firmly established in society,[45] and capable of changing and adapting to emerging challenges;

(b) ***transformational and galvanizing leadership***, for which the best should be at the service of the State (Aristotle);

(c) ***a transformation of governance***, ensuring that it becomes more collaborative, participatory, open and inclusive for all segments of society, oriented towards citizens who, throughout the world, address an urgent request to States similar to that which Diogenes addressed to Alexander, "Step aside a little so as not to keep the sunshine from me", a request meant not to gain favours, but only to find secure and open pathways to peace, stability, democracy, development and progress;

(d) ***public governance striving to achieve development that is sustainable and for future generations***, since, when all is said and done, "Effective democracy and good governance at all levels are essential for preventing conflicts, promoting stability, facilitating economic and social progress, and hence for creating sustainable communities where people want to live and work, now and in the future".[46]

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[40] Council of Europe, Best Practice in Local Government, April 2007.

[41] See the Department of Economic and Social Affairs/Division for Administration and Development Management, United Nations Public Administration Network.

[42] See the European Public Sector Award, 2013.

[43] ECA, Innovations and Best Practices in Public Sector Reforms, The Case of Civil Service in Ghana, Kenya, Nigeria and South Africa, December 2010.

[44] Council of Europe, Best Practice in Local Government, April 2007, or the European Label of Governance Excellence.

[45] ECA, African Governance Report II 2009, quotation from Ahmed Mohiddin, "Reinforcing capacity towards building the capable state in Africa", issue paper for the fourth African Governance Forum, 2007.

[46] Council of Europe, third Summit, 16-17 May 2005, Warsaw Declaration, para. 3.

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**Transforming public administration for sustainable development**

## Promoting leadership, innovation and risk management for sustainable development

### Note by the Secretariat

The present paper is hereby transmitted in accordance with the proposed programme of work and agenda for the thirteenth session of the Committee of Experts on Public Administration (see E/C.16/2014/1). The paper was authored by Walter Fust. The content of and views expressed in the paper are those of the author and do not imply any expression of opinion on the part of the United Nations.

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# Promoting leadership, innovation and risk management for sustainable development

*Summary*

In the present paper, the author explores and discusses the kind of transformation in public administration and public leadership that needs to be undertaken to enable Governments and countries to pursue and achieve sustainable development. The question of risk management is also highlighted as a function that demands the attention of public administration and leadership in order to ensure the well-being of current and future generations. The author cautions that the international community should avoid the notion that sustainable development is only for developing countries, especially because even some developed countries have not achieved the Millennium Development Goals. The critical role of political leadership in initiating and promoting transformation is juxtaposed with the role of public administration in ensuring continuity and stability, and officials in both areas need to work in constant collaboration to ensure stable progressive change towards sustainable development. Part of the effort to transform public administration by aligning it with the requirements of achieving sustainable development lies in building and developing institutions of governance and public administration to make them flexible and supportive of sustainable development, especially since it requires partnerships, collaboration, change, the rule of law, peace and security, transparency and accountability and human rights. In addition to the development of appropriate institutional arrangements, the paper calls for innovation in governance and public administration, such as the extensive use of modern information and communications technologies in government work, including engagement with citizens, feedback and performance evaluation. As a process involving constant change, achieving sustainable development involves a high level of risk-taking. Consequently, the paper calls for public administration and leadership to adopt risk management practices and to develop appropriate capacities in public administration to measure and manage risk. The author also calls for constant capacity development of the public service in order to upgrade knowledge and skills in public administration, including knowledge management, without which sustainable development will be difficult to achieve.

# I. Introduction

1. There are important contextual changes, trends and vectors in new demands that should be kept in mind when seeking answers to the question "What transformation is needed in public adn.inistration so that institutions are better able to contribute to sustainable development?"

2. The year 2015 is fast approaching, and the international community is taking stock of the state of implementation of the Millennium Development Goals. While significant progress has been made, there has not been a satisfactory rate in the achievement of the Goals in a number of countries. Without going into the reasons why, since ample analyses arc available, it should be noted that the Goals are of key importance as a high-level way to address the lack of development progress made throughout the world in recent decades and to change that for the better.

3. Many experts have been engaged in trying to gather data on the various endeavours undertaken and development projects carried out in order to assess how much they have contributed to the achievement of the Millennium Development Goals. One important conclusion might be that, with respect to the as-yet-unspecified sustainable development goals, all States Members of the United Nations should first break them down at the national level and determine how best to incorporate the new goals into their government programmes and the work of their public administration systems.

4. It might be useful to look back at Agenda 21 of the United Nations Conference on Environment and Development to learn how to localize sustainable development, as was done through the adoption of local Agenda 21s. Development actors should focus on determining how to achieve these new goals (once they have been established) and on allocating adequate financial resources for their achievement. Progress should be monitored in an objective way. Sustainable development will be a programme for all nations, regardless of their levels of development.

5. It will be important to overcome the notion that sustainable development is only for developing countries. The recent past has shown that not all of the countries of the Organization for Economic Cooperation and Development have achieved the Millennium Development Goals. To the contrary, in some of them poverty continues to rise. All nations face the problematic aspects of development reflected in the new set of goals. The process of their formulation continues, and there is strong demand for the addition of new goals, including with respect to youth employment.

6. Globalization is a reality, and it continues to intensify. It has served as an illustration of the limits of State authority as a result of the lack of regulation, for example, in financial markets. There is a need for improved self-regulation at the national level, but many rules have to meet the same standards at the regional and global levels.

7. The role of Governments must be reviewed and strengthened. Where trust in Governments has waned, efforts are needed to rebuild it. More citizens are taking to the streets to express their dissatisfaction and are mobilizing the media to focus greater attention on the subject.

8. The influence of the social media in obtaining access to knowledge silos within Governments has been demonstrated repeatedly, resulting in calls for greater participation of the people at the local and national levels. The apparent trend

towards decentralization will likely continue to grow. Another highly visible trend in many countries is the increase in consultation with and the engagement of institutional stakeholders, whose inclusion in the identification of problems and solutions is becoming an increasingly routine practice.

9. The use of new information and communications technologies in public administration will increase transparency and accountability. However, such progress is not all that is wanted. More widespread deployment of effective e-government solutions faces obstacles, because not all Governments seek transparency, including in the area of records management.

10. All these trends, and probably many others, favour the transformation of public administration. However, public administration is faced with exponentially growing complexities in fulfilling its tasks, compounded by a lack of financial means and well-trained human resources with which to do so. Finding the right balance is key to the success of Governments in addressing the challenges of sustainable development, as highlighted in the chapters below.

## II. Leadership and its role in transformation

11. Just as there are different ideas regarding leadership and management — with "leadership" widely understood as defining where to go and "management" widely understood as managing operational activities — we often see similar distinctions with respect to politics and administration. Politicians are elected by their constituencies and have the particular task of leading the country on its path towards the future, whereas the role of public administration is to implement the political will of the Government and ensure the proper functioning of the State.

12. The scope of activities of public administration is defined by laws and rules. But those rules and the mandates derived from existing laws are not always effective enough to provide for the best possible services or for solutions to problems. Hence, public administration has a duty to ensure that decision makers in government abolish obsolete laws and adapt regulations or create new laws and related rules. In public administration, there is considerable space for leadership which is often lacking or underused, in providing the best possible public services to the people and the Government. Such leadership can easily be deployed without undermining the distinctive roles and tasks of actors in the political and administrative arenas. Those roles and tasks must be clearly organized, well understood and appropriately carried out. Governments lead and control public administration, but a solely top-down approach does not always lead to the desired results. A balanced approach with shared responsibility is needed to best serve the people and the country.

13. The policies and functions of public administration are generally characterized by greater continuity than the platforms of political parties and the mandates of politicians, which are subject to periodic elections. Public administration may therefore be regarded as better able to ensure continuity where it is needed.

14. Ensuring coherence among government policies is a highly effective way of making the tasks of public administration easier. The manner in which sustainable development is integrated into public administration policies and work programmes will therefore be of key importance. Many entities are keen to play the role of coordinator but do not show readiness to be coordinated by others. Assigning clear

roles to the entities concerned and promoting a culture of cooperation rather than control may be helpful.

15. It might be worthwhile to consider incentivization schemes to reward and speed up the implementation of particular programmes. Sustainable development will require new ways to deploy collaborative leadership within national public administrations, in particular with local governance structures. In this regard, a strong institutional framework for sustainable development will be of the utmost importance.

16. In recent years, the expertise of managers and the capacity of Governments have been brought into question, with faith increasingly being placed instead in quantitative indicators of performance, third-party government and contracts as the new mechanism of governance.[1]

17. Is there a need to abandon performance management in public administration in favour of democratic performance governance? There is room for such an idea, and it could well add value in a world of diffuse power. That is why in many countries the call for the reintroduction of public management and for stronger public financial management is being clearly heard. Often, it is also a call for evidence-based public organizations.[2]

18. In short, if Governments lack sufficient leadership and explicit political will, it will become difficult for public administrations to build strong frameworks in support of sustainable development. In that case, leaders in public administrations may have to call explicitly for the needed political leadership. Ultimately, it will be the citizens and the institutions who expect to be provided with services. To manage them well is among the duties of well-functioning public administrations.

19. Leaders are good listeners. They know how to draw upon different opinions and views in making their own conclusions and decisions. Leaders are also good followers, because they know what is needed to mobilize people and prepare them for change.

20. Seneca once said that if one does not know to which port one is sailing, no wind is favourable. Leaders must anticipate future developments and change.

## III. The need for a strong institutional framework for sustainable development

21. If there is the political will to transform public administration so that it can better contribute to sustainable development, it is imperative that a strong institutional framework for doing so be created. The architecture of such a framework could be based on the outcome document of the United Nations Conference on Sustainable Development, held in June 2012. The vision set out in that document, entitled "The future we want" (General Assembly resolution 66/288,

[1] See Donald P. Moynihan, "From performance management to democratic performance governance", in *The Future of Public Administration around the World: The Minnowbrook Perspective* (Georgetown University Press, 2010).

[2] See Justin Marlowe and Daniel Smith, "Adding value in a world of diffuse power: reintroducing public management and public financial management", in *The Future of Public Administration around the World: The Minnowbrook Perspective* (Georgetown University Press, 2010).

annex), was one of broad, inclusive and equitable economic growth, equitable social development and environmental protection of benefit to all, based on and supported by freedom, peace and security, human rights, democracy, good governance and the rule of law.

22. Progress towards those goals will require continued political commitment, integration and coherence across policy areas, and well-functioning institutions at all levels, with a leading role for Governments and with the participation of all relevant stakeholders, including civil society.

23. In paragraphs 75 and 76 of "The future we want", world leaders outlined a strengthened institutional framework for sustainable development that would, inter alia:

(a) Be based on a results-oriented approach;

(b) Enhance coherence;

(c) Reduce fragmentation and overlap;

(d) Increase effectiveness and efficiency;

(e) Enhance transparency and accountability;

(f) Reinforce coordination and cooperation;

(g) Promote the full and effective participation of all countries in decision-making processes;

(h) Promote the science-policy interface.

24. As indicated above, the driver in building this architecture must be the Government. In most countries, the task of building such a framework is entrusted to leaders in public administration.

25. The foundation for this architecture has been developed and widely discussed in various United Nations forums, in particular in the Economic and Social Council in recent years, and the need for capacity-building, administrative reform, improved performance, sound financial management and human resource development with respect to legal and regulatory governmental capacities has been repeatedly emphasized in that context. Yet the management and implementation of development programmes has remained an issue for donors as well as for partners in using those resources. Changes in key personnel at the middle and top management levels have been a common response to inadequate performance in terms of reform. Such changes, however, have often been made in the absence of the guidance provided by programme evaluation. A better approach would have been to first conduct proper evaluations of the reform programmes in order to align them with current and future needs. There are lessons to be learned on how to do better in the post-2015 period, and they should be examined and conclusions drawn from them.

26. Proper knowledge management will be key in this regard. The knowledge contained in an institution should be more than the total knowledge of the individuals working in it. Knowledge is the structural capital of an institution, and it should be organized in such a way as to facilitate the accomplishment of the institution's mission over time. The Department of Economic and Social Affairs might well be able to play a key role in setting up knowledge centres in Governments in order to assist in mobilizing knowledge for the implementation of

sustainable development. It goes without saying that effective public administration conducts periodic reviews to determine what skills are needed for new tasks and provides the required training and capacity-building in a timely manner.

## IV. Innovation in support of transformation

27. Science, technology, innovation and culture were the focus of the annual ministerial review of the Economic and Social Council held in July 2013. The related report of the Secretary-General, prepared by the Department of Economic and Social Affairs in consultation with other entities of the United Nations system, notably the United Nations Educational, Scientific and Cultural Organization and the World Intellectual Property Organization (E/2013/54), examined innovation in both the public and private sectors, including questions relating to transparency, openness and participation, the science-policy interface, private-public partnerships and national innovation strategies.

28. Key questions to consider in this regard include the following:

(a) What would a research agenda look like that supports the transformation of public administration to facilitate sustainable development?

(b) What should change in educational curricula to shape the future of public administration?

(c) What system of incentives could make a difference in terms of promoting innovation and its practical use?

29. It goes without saying that a repository of knowledge about innovations, new approaches and inventions, as well as lessons learned with regard to both successes and failures, could be of great use. Knowledge is a resource that grows the more we use and the more we share it.

30. While the science-policy interface is essential in finding effective solutions based on solid scientific evidence and/or proven methods, it is just as essential that the leaders in public administration know the role of science in the preparation of important projects and in the validation of the results. It is unfortunate that many such leaders fail to realize the potential of obtaining support from those in the scientific community, who sometimes are unaware of practical needs outside their field and of how they could contribute to better outcomes.

31. It might be advisable for Governments to request from their public administration officials an open agenda of needs with respect to areas in which science can best be used to obtain more accurate and relevant data as well as to improve communication. Such an agenda could also be used to address needs in terms of teaching and learning to support civil servants in facing their new challenges and in implementing change. A national dialogue between partners and stakeholders could facilitate the development of new curricula, including specialized courses; it could also serve as an indicator of future requirements.

32. It is clear that one of the most significant engines of change over the past 20 years has been information and communications technologies (ICTs). In order to make the best possible use of such technologies, most work processes, workflows and procedural laws have had to be examined and rethought. ICTs have proved to be instrumental in improving management and, by enhancing transparency and

efficiency, have helped to make public administration more professional, ethical and responsive. In many cases, the use of ICTs in e-government has made governance more participatory and accountable.

33. Public administrations face many challenges, and many question whether their services are still needed or whether some or all of those services could be provided online or outsourced. The new technologies are changing the way in which the public interacts with those in public administrations.

34. Communication between government and citizens is no longer a one-way street. The use of social media to express concerns and frustrations regarding poor service delivery, as well as to make demands, is sharply increasing. The trend of using public monitoring platforms or monitoring boards to assess the quality and quantity of services delivered will soon be developed into a new business of information technology applications in high demand by politicians, ambitious government officials and political parties, as well as citizens' organizations.

35. In this way, public administration is becoming not only a publicly rated service deliverer, but also an ombudsman-platform that enables citizens to express their criticisms and dissatisfaction.

36. ICTs may even have some bearing on political elections. Venerable parties and their representatives may find themselves competing for attention with other personalities capable of using communications technologies to translate interest in popular issues into votes at election time.

37. These trends will not make the lives of those in public administrations easier. To the contrary, the management of diversity and expectations will become more important, and public exposure will increase.

## V. Successfully managing risks

38. Sustainable development, in and of itself, is a form of risk management. Sustainability encompasses a regulatory process of impact assessment in the area of public administration. Yet, this kind of built-in risk assessment can lead to a fragmentation of risks. In general, knowledge about how to assess risks is better developed than knowledge about how to manage them.

39. Unfortunately, funds are more often used to cover damage than to prevent it. Risk prevention is one of the best possible investments, but its results are often difficult to measure.

40. Chief risk officers can often be found at the upper management levels of private companies. The tasks of an equivalent official in public administration would include not only assessing risks for the Government and ensuring the well-being of citizens, but also advising the country's top leaders on how best to manage and reduce those risks and what changes to make to reduce vulnerability or what risk insurance to provide.

41. The populations of different countries are exposed to different patterns of risk. Often, they might not be aware of those risks. Sound public management involves addressing risks in an appropriate manner on the basis of facts rather than emotions. The degree of vulnerability might differ according to the pattern of the risk or the scale of the danger or threat. It is therefore an issue of building confidence that

Governments and their public administrations are concerned about potential risks, assess them appropriately and incorporate their considerations and concerns into their decision-making processes. The mapping of risks thus becomes a regular task and can be reviewed from time to time. This is important not only with regard to natural hazards/risks (e.g., where public buildings should be placed to protect them from floods or landslides) but also, and increasingly, regarding industrial risks (e.g., hazardous waste and chemicals).

42. Risk-mapping will also make citizens better aware of threats and involve them in the effective management of natural resources and their own environment. The accumulation of risks can lead to chronic vulnerability, especially when there is exposure to natural hazards (e.g., the impact of climate change on weather patterns, greater weather extremes, shorter sequences, etc.).

43. Modern and timely emergency management must utilize collaborative governance at all levels. The effective functioning of these public services is of great political importance and can save lives.

44. Emergency management employs methods of decision-making and communication that differ from the norm, but once normalcy returns, the changes needed to manage rebuilding require well-organized planning, and the "normal rules" should once again be applied.

45. When we look at the sustainable development goals, the most immediate questions that arise will be, "What are the risks of not achieving them at the local, national, regional and global levels?" and "What are the costs of not achieving them in a timely manner?" Obviously, the concern is greatest where people are directly involved and/or the suffering is of the greatest magnitude. Sustainable development should therefore address these aspects in order to identify the most appropriate risk assessments and actions. This must be done in a deliberate and orderly manner, because not only the question of whether things were done correctly, but also the question of whether the right things were done, will have to be answered.

46. Public administrations would be well advised to consider these risk management issues in an appropriate framework and with well-trained personnel, in order to ensure the best possible results. Citizens will ask their Governments whether they have done their utmost to protect and secure the livelihoods of current and future generations.

## VI. Conclusions

47. In most countries, large parts of the public administration are faced with exponentially increasing complexity and must cope with growing volumes of work, often with reduced levels of financial means and human resources. These constraints must be borne in mind when the work of achieving sustainable development is undertaken. The challenges of meeting the requirements of sustainable development set out in the post-2015 development agenda will require particular attention and additional resources. Appropriate capacity-building and human resources training must go hand in hand and will require continued political will and support.

48. The strengthening of public administration in preparing for the changes required to best achieve and support the new sustainable development goals will require considerable investment (e.g., knowledge, tools, and training). If such

investment is not adequate, the necessary support will be slow in coming, and public administration will not be equipped to cope with the numerous challenges and an increasingly critical population requiring greater access to information and the participation of stakeholders in decision-making. All stakeholders must be focused on the achievement of these new goals.

49. Confidence-building, accountability, inclusiveness and accurate reporting will be key to the successful transformation of public administration and the effective provision of services to people. Public administration will require a high degree of professionalism, attention and recognition. We would all be well advised to make it fit for such transformation and for new tasks.

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# Invigorating professionalism and morale of the public service in Africa

## Note by the Secretariat

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# Invigorating professionalism and morale of the public service in Africa

*Summary*

With 2015 looming ahead, there is much discussion and analysis centred on the progress made in respect of the Millennium Development Goals, and on the post-2015 agenda. The Goals have been largely viewed as a success, but there is acknowledgment that the achievements have been uneven, especially in Africa, and many lessons can be drawn from the experience of the past decade as the global partnership for sustainable development prepares for its next chapter. It is expected to be a challenging period with high demands, taking place in a very different context from that of a decade ago when the Goals were established.

In Africa, the public service is seen as the engine room for the implementation of developmental goals and objectives. Governments will deliver on the sustainable development agenda through their public services and public service personnel. The resilience of Africa's public services and the profile of its public servants can be viewed through the lens of the various reforms implemented. It can be argued that the public service in the post-colonial era had pride of place and that the waves of continuous and constant reform have had an impact on it. Thus, as public services come to grips with the approach of 2015, the discussion has already moved to the post-2015 agenda. What is the capacity readiness of these public services to respond to a post-2015 agenda and, in particular, what is the mindset of the public servant to respond to the kind of approach and delivery required for a successful sustainable development agenda?

The Goals provided a compelling vision, and there is no doubt that the post-2015 agenda will do likewise. However, delivery on the vision requires invigorated and motivated public servants. It also poses some questions: Is sufficient attention being given to the change management processes and culture that need to be created to foster the type of public service necessary for the new journey and the type of public servant required to respond to the new challenge? Of greater importance, it raises questions as to how public services can build the public service leadership, capacity and morale to respond to the new challenges that the sustainable development agenda will usher in.

The thrust of the present paper is therefore to offer commentary on the impact of reform on the public service and on public servants, who are the stewards for delivery on the development goals, especially in developing countries in Africa. It also provides commentary on the challenges and issues such reform has wrought on the professionalism of the public service. Furthermore, it draws upon lessons learned from the reform periods and the Goals to explore whether public servants have the requisite ethos, behavioural patterns and motivation to successfully deliver on the sustainable development agenda.

# I. Introduction

1. As the 2015 end date approaches, policymakers have turned their attention to what will replace the Millennium Development Goals. Given the past experience with the Goals, the new framework will play a critical and defining role in framing both national and global policies for the next decade and beyond. Global actors, especially State actors, are required to accelerate and finish the work of the Goals and at the same time gear up for the post-2015 agenda, as the global partnership for sustainable development prepares for its next chapter, in a more complex world than a decade ago.

2. In Africa, the public service is seen as the engine room for the implementation of developmental goals and objectives. Hence, Governments will deliver on the sustainable development agenda, through their public services and public service personnel. Governments are structurally and constitutionally tied to the civil service, irrespective of the system of government.[1] Public servants, as the stewards for delivery on the development goals, especially in developing countries in Africa, must have a solid values-based culture and the ability to support those for whom the reform is meant. It has been argued that public sector reform in Africa has not been inclusive of all citizens, and yet the reform is meant to improve their standard of living.[2] It has also been pointed out that Uganda's success can be attributed to being able to educate the public on the necessity of reform.[3] Nurturing and motivating such a resource, namely, public servants, is integral to delivery and success. The public service culture must be based on strong universal values: public trust, impartiality, equity, transparency, ethical standards and selflessness.[4] The expression of those values, however, must be within the context of good governance and rule of law and must be guided by strong leadership. The absence of this — and a public service detached from its citizens[2] — can only result in delaying the achievement of the Goals and successful delivery on the post-2015 agenda.

3. The present paper first looks at the impact of reform on the public service, especially in Africa, the challenges and issues it has wrought on the professionalism of the public service and the extent to which it may have had an impact on the ethical values of public servants. Second, it draws from lessons learned during the reform periods and from the experience with the Goals to understand what will contribute to a better ethos and a positive culture and morale among public servants for sustainable development in Africa.

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[1] A. A. Olagboye, *Inside the Nigerian Civil Service* (Ibadan, Nigeria, Daily Graphics, Limited, 2005).

[2] J. Fatile and K. Adejuwon, "Public sector reform in Africa: issues, lessons and future directions", *Journal of Sustainable Development in Africa*, vol. 12, No. 8 (2010).

[3] M. Baird, "The global influence of new public management: case studies from Africa", paper presented for Master's Program for Public Administration, Villanova University, 2007.

[4] P. S. Omoyefa, *The Politics of Public Sector Reforms in Africa* (Lesotho, National University of Lesotho, 2008).

## II. Preparing for a post-2015 development era

> Policy learning is a prerequisite ... so that new policies can be really rooted in the African countries.[5]

4. A public service that performs well and whose public servants share a high ethic of professionalism is a prerequisite for more rapid progress on Africa's sustainable and human development goals. However, after decades of public service reform across African nation States, some argue that corruption is a hindrance to Africa's Millennium Development Goals.[6] It is therefore apt to reflect on public sector reform across the continent since it offers some insight into designing the essential institutional and individual characteristics of public service, in general, and public servants, in particular. There is a realization by some that public sector reform has been approached in the past in the wrong way.[4] In the spirit of reflective policy design, some of the lessons learned regarding such reforms in Africa may be appropriate for the design of a new African public sector reform agenda, one that would be aligned with the demands of current global and continental realities.

### A. Lessons learned from public sector reform

5. Prior to the advent of the Goals, Africa's public services had been subjected to a series of reforms, with varied success and many painful lessons. The reforms essentially aimed at building an efficient and effective public service that would deliver quality services to its citizens. However, despite the many public sector reforms ushered in, there was limited focus on organizational culture and change, except for the underlying assumptions that if certain policies (for example, efforts regarding recruitment, improving remuneration, career progression and promotion opportunities) were introduced the desired behaviour would conform accordingly. In other words, the reforms would automatically shape a professional public servant, with an ethos for always doing the right thing.

6. Furthermore, the impact of the pace of the reform, the expectations from the reform efforts and the time it would take was not fully appreciated. Fundamental transformation and change processes take a long time, in particular when dealing with the complexities of a public service system. Through the reforms, public services in Africa have been trying to achieve in the space of a few decades (19 years, for example, in the case of South Africa) what had taken hundreds of years to achieve in developed countries.[2] Post-1980 reforms were mainly in the form of structural adjustment programmes, and were largely externally driven, focusing on cost reduction and containment measures.[2] In addition, as African commentators such as Joseph Ayee have pointed out, in respect of the spate of African public sector reform phases, there seems to be general consensus in both consultant reports and the academic literature that the results or achievements of the reforms have been extremely limited in Africa, even negative in some instances.[5] Some lay the blame for

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[5] J. Ayee, "Public sector management in Africa, Economic Research Working Paper Series No. 82 (Legon, Ghana, University of Ghana, November 2005).

[6] See www.sabc.co.za/news/a/1d52090041b3d466a3cbb7f256fa181e/Corruption-seen-as-hindrance-to-MDGs-in-Africa.

this on the technocratic approach taken by donors,[7] where public service reform was seen as an engineering-related problem to be addressed through textbook solutions.

7. Some donors may also have indicated that the Government could be seen as creating wealth-like, profit-making organizations.[4] Such approaches have given no attention to cultural adjustment policies regarding the management of human resources except for reducing the number of public servants.[8] While professionalism in the public services of developed countries has been strengthened by their long and strong democracies, the post-colonial era public service that enjoyed a pride of place, as the engine of society and the major provider of various services to the populace, has been receding.

8. While the role of the State and public services during the period 1950-1970 was recognized, an anti-Statist critique emerged by the 1980s, which questioned the positive contribution of the State on development.[9] The role of State institutions was to come back in vogue in the 1990s. By the 1990s, it had become the norm to reorganize government in the framework of the new public management concept. In South Africa, the new democratic Government set the task of transforming the public administration from one that served the State to one that served a democratic and development State and was interpreted as modernization.[10] The term "new public management" is associated with a minimalist State, with neoliberal ideology and free markets. Ivor Chipkin argues that Geraldine Joslyn Fraser-Moleketi, the former Minister of Public Service and Administration, was at pains to show, unsuccessfully, that the new public management techniques could be separated from their ideological husk.[11] Joseph Jabbra argues that apart from aligning public servants with the private sector language of "managers ... devoid of compassion and care", and "citizenry as clients and customers", the phenomenal rise of corruption in the public service was unprecedented in public administration before new public management.[12]

9. Despite the technical soundness of the reform approach, the programmes and projects have not met the expectations. Moreover, in some post-reform countries, public services may be characterized by a certain lack of financial accountability, probity and discipline, with adverse implications for the effectiveness of regulation, and therefore general efficiency. The African Charter on the Values and Principles of Public Service and Administration, which was adopted by the African Union in 2011, and the Africa Public Sector Human Resource Managers' Network, initiated

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[7] World Bank, *Reforming Public Institutions and Strengthening Governance: A World Bank Strategy — November 2000* (Washington, D.C., 2000).

[8] Turkia Ould Daddah, Director-General of the Institute of Administrative Sciences, "Public service in Africa: professionalism", presentation made at the Second Pan-African Conference of Ministers of Civil Service, Rabat, 1998.

[9] M. S. Grindle, "Good governance: the inflation of an idea", Center for International Development Working Paper No. 202 (Cambridge, Massachusetts, Harvard University, October 2010).

[10] Geraldine Joslyn Fraser-Moleketi, "Public service reform in South Africa: an overview of selected studies from 1994 to 2004", Masters of Administration, School of Public Management and Administration, University of Pretoria, 2006.

[11] Ivor Chipkin, "Design flaws in CIPRO: ambivalence to the new public management in South Africa", *Public Affairs Research Institute Short Essays*, No. 2 (May 2011).

[12] J. Jabbra, President of the Lebanese American University, Lebanon, opening address at the 27th Congress of Administrative Sciences on the theme, "Global competitiveness and public administration: implications for education and training", Abu Dhabi, July 2007.

by human resource managers in the public service in Africa and launched in February 2009, are some of the efforts engaged by Africans to address those problems.

10. Reforms have brought with them some painful lessons, but the experience garnered provides opportunities to strengthen professionalism for sustainable development, some of which are summarized below:

(a) Externally driven agendas have a significant impact on the public service and its public servants;

(b) Transformation and change processes must have a strong focus on those expected to lead the change;

(c) Little attention is given to an evolving African public service culture which is values based. P. S. Omoyefa[4] argues that the main focus of reform must shift from "hardware in the public services" to a values-based culture;

(d) African public services must draw from universal public values, including public trust, impartiality, equity, transparency, ethical standards and selflessness;[4]

(e) The behavioural pattern, the social context, as well as cultural milieu of the people whom the reform is meant for, must be taken into consideration together with the vehicle of the reform;[4]

(f) Values of civil service codes should set out the rights and duties of public servants;

(g) There is a need to institutionalize selfless and purposeful leadership as a forerunner to public reform;[4]

(h) The quality of political leadership should ensure a climate conducive to the development of professionalism in the public service. The essential requirements being the existence of rules within a legal framework and resolute and consistent political will;[8]

(i) Government must harness the public services' most critical resource: its personnel.

11. Hence, while the thrust of public service reform has centred on improvements to the institutional requirements for service delivery, that is, the "hardware", less emphasis has been placed on the agents within those institutions, that is, the public servants, as the very implementers of the reforms. In the 1990s, the concept of governance took prominence over public management. Good governance is associated with a development-oriented administration focused on improving the quality of life of the people and is reflected by "an effective, credible and legitimate administrative system" that is "citizen friendly".[13] This concept saw the rehabilitation of the State as it tried to explain the lack of development in a number of African countries by focusing on the role of institutions.[9]

12. Good governance, as a paradigm for effective public service delivery, resonates strongly across many African public service regimes. However, good governance alone is but an approach to doing something in the right way. In order to effect a behavioural and mindset change among public servants, a concomitant focus

[13] M. Srivastava, "Good governance: concept, meaning and features — a detailed study" (2009).

on rallying support among public servants for "doing the right thing" is required. And, with sustainable human development as the biggest global challenge facing the developing world, the Goals provide a powerful visioning statement to answer the question: "Public sector reforms — to what end?".

## B. Lessons from the visioning of a sustainable development agenda

13. In 2000, at the Millennium Summit of the United Nations held in New York, world leaders adopted the United Nations Millennium Declaration, committing to a peaceful, prosperous, and just world. The Declaration outlined the Millennium Development Goals, a set of targets for development and poverty reduction to be reached by 2015. As 2015 fast approaches, there is much discussion and debate on the progress made on the eight Goals (extreme poverty eradication, universal primary education, gender equality, child and maternal health, HIV/AIDS reduction, environmental sustainability, and a global partnership for development).

14. The Goals have largely been viewed as a success, but there is acknowledgment that the achievements have been uneven. The *Millennium Development Goals Report 2013: Assessing Progress in Africa Towards the Millennium Development Goals* states that, globally in 2012, 15 of the 20 countries that made the greatest progress on the Goals were from Africa, with countries such as Benin, Egypt, Ethiopia, Gambia, Malawi and Rwanda making impressive progress on a number of Goals and targets. For most of the developing countries that have seen growth, there has also been a decline in poverty. That has not been the case across Africa, however, and it is largely acknowledged that, given the current "off-track" status on five of its indicators (exceptions being HIV/AIDS/other diseases, universal primary education and gender equality), Africa may not meet its 2015 commitment to reduce its poverty alleviation goals. The report concludes that it is imperative for countries to continue to learn from one another since "countries with sustained, equitable growth, political stability and human development-oriented policies are doing well in most of the goals".

15. There has been much discourse on the achievements of the Goals. Continuing in the vein of learning from the lessons of public sector reform in Africa, the present paper enters into that discourse — to the extent that it can — by drawing on lessons for improving Africa's public services as they grapple with their development priorities. That will contribute to a better ethos, which will inspire public servants as they brace themselves for the post-2015 agenda. In that regard, some of the key aspects that can be drawn from the Goals include:

(a) They offered a simple, yet compelling vision, serving as an effective communication and advocacy tool;[14]

(b) They spell out the political commitments and require accountability from the political leadership;

(c) Measurement and deadlines support accountability,[14] which, in turn, propel action and provide defined objectives for public servants to work towards;

[14] Global Agenda Council on Benchmarking Progress, "Getting to zero: finishing the job the MDGs started" (2012). Contributors to the paper included Ernest Aryeetey, Daniel Esty, Edwin Feulner, Thierry Geiger, Daniel Kaufman, R. Andreas Kraemer, Marc Levy, John McArthur, Robert Steele, Anand Sudarshan, Andy Sumner and Mark Suzman.

(d) They are focused on outcomes and outputs, which are valuable to the development community,[15] making the impact more real to public servants working closely with their communities;

(e) They shifted policy attention well beyond economic growth objectives, which resonates much better with public servants, especially at the local level, who are at the forefront of service delivery;

(f) They provide a better handle on the capacity of Governments[16] and allow for a discourse that moves beyond just labelling public servants as incompetent and lazy.

16. Making the transition to a post-2015 agenda will not be without its challenges. Challenges persist, many of which were discussed at the Africa Regional Consultative Meeting on the Sustainable Development Goals held in Addis Ababa in October 2013. Sustainable development goal challenges included funding for implementation, monitoring and evaluation, technical skills and inclusiveness.[17] In the countries of Central Africa, the development of rule of law is high on the agenda, along with lack of governance and weak institutions; the frequency of political crises; and civil-military tensions.[18] The draft report on sustainable development goals for North Africa highlights thematic issues essential for achieving sustainable development: governance, the fight against corruption, rule of law and the efficiency of public action.[19] Addressing such challenges is critical to embracing the three dimensions of sustainable development: economic, social and environmental. Eradicating poverty is central to sustainable development, requiring "sustained, inclusive and equitable economic growth" and efforts aimed at reducing inequalities, promoting gender equality and ensuring access to quality education (A/68/202).

## III. Considerations for building a development-oriented, professional African public service

17. The *Millennium Development Goals Report 2013: Assessing Progress in Africa Towards the Millennium Development Goals* states the following:

> With less than 1,000 days until 2015, the impulse of policymakers is to strive for the targets without considering quality, equality and sustainability. The urgency must be tempered by the imperative of sustaining progress beyond 2015. After all, the development process and its challenges and opportunities will persist long after the MDGs have passed.

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[15] T. Moss, "What next for the Millennium Development Goals?", *Global Policy* vol. 1, No. 2 (2010).

[16] G. Cameron, "Statistics for the new agenda", *MDGs and Beyond*, No. 2 (November 2012).

[17] Sithabiso Gandure, "Sustainable development goals: a southern Africa perspective", paper presented at the Africa Regional Consultative Meeting on Sustainable Development Goals, Addis Ababa (2013).

[18] Thadée Yossa, "Report on the sustainable development goals: Central Africa sub region", summary prepared for the Africa Regional Consultative Meeting on Sustainable Development Goals, Addis Ababa (2013).

[19] A. M. Saleck, "Draft report on sustainable development goals for North Africa: summary", prepared for the Africa Regional Consultative Meeting on the Sustainable Development Goals, Addis Ababa (2013).

A macroenvironment that embraces good governance and the rule of law is a fundamental prerequisite for progression towards a development-oriented public service, capable of delivering on an African development agenda. At the microlevel, there is a need for key organizational and individual drivers of change for a development-oriented public service.

## A. Macrolevel: requirements

### 1. Good governance and rule of law

18. The ideal of good governance will ensure sustainable development. Bad governance will do the reverse. However, good governance must go beyond just being a useful concept and include the dimensions of a strong political leadership with a will to promote accountability and transparency, and uphold the rule of law. The citizen must be at the heart of the practice of good government, and there must be collaboration with all actors in a society (Government, the private sector, non-governmental organizations and citizens). Under the practice of good governance, public servants must demonstrate flexibility, engage in partnerships and consultations, and promote transparency, which, in turn, inspires confidence and increased productivity and provides protection from corruption; it "requires a capacity for leadership that is based on a continuing reference to a system of moral values ... to an ethic of action and public service that give weight and meaning to the terms of transparency, accountability and responsibility".[8]

19. Rule of law ensures that no single organ of government has the ability to exercise unchecked power, and all are held accountable under the law. It requires that laws are clear, made public, are evenly and justly applied and protect fundamental rights.

20. In general, the concept of good governance and its attendant principles are committed to paper in the form of public policies and are enshrined in constitutions[20] and other regulatory frameworks. They are largely imported from best practices and policies in developed countries and are impressive on paper. However, the implementation record is less impressive, with application inconsistent. Turkia Ould Daddah states that without genuine leadership and without professional public servants, the most carefully elaborated rules would serve no purpose.[8]

### 2. Freedom from corruption

21. Examples of ineffectual government are often cited in relation to levels of corruption and are also usually aligned to the low confidence the public has in the public administration. It is important to have a highly professional public service that inspires public confidence in its ability to stamp out corrupt practices. Many public services have yet to demonstrate this important attribute by effectively implementing existing frameworks that have been put in place to promote ethical conduct and integrity. A widely used proxy of weak accountability and a lack of transparency are manifested in the problem of corruption.

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[20] M. Hossen, "Problems and possibilities of good governance in Bangladesh: hurdles to achieve sustainable development", *Public Policy and Administration Research*, vol. 1, No. 1 (2011).

22. Macrolevel requirements alone will not be sufficient since these only set the contextual setting within which the public service and public servants should operate. In order to advance and build upon the lessons of the past, several other specific organizational factors could go a long way towards improving the way in which the public service should reposition itself. This is necessary if inroads are to be made into effecting positive changes in the lives of the billions across the continent.

## B. Microlevel: key organizational and individual drivers of change for a development-oriented public service

### 1. Importance of understanding public service culture and morale

23. There is a realization that the "traditional model of organization and delivery of public services, based on the principles of bureaucratic hierarchy, planning and centralization, direct control and self-sufficiency, is apparently being replaced by a market-based public service management or enterprise culture".[21] However, if the above were accepted, it may be pertinent to augment that with a localized understanding of the prevalent organizational and management cultures in African public services.

24. Is there an adequate understanding of the cultures in Africa's public services, and how they drive performance? Ivor Chipkin argues that public sector performance "is heavily influenced by the people that staff its mix of departments and agencies, the institutional cultures that emerge and the societies that they ostensibly rule or serve".[22] Therefore, a focus on the culture during reform rather than just on the "hardware in the public services and government operations" is necessary.[2] Literature on organizational culture abounds, with much of the bias towards studies on the private sector. But much of the literature can be instructive for the public sector, while not downplaying the complexities of public service and delivery. Understanding the culture is critical to understanding what goes on in organizations, how to run them and how to improve them.[23] K. K. Dale states that when looking through a psychological lens, organizational culture can be sized up as the personality of the organization, which includes its shared values, beliefs, practices, socialization processes, and acceptable behaviours.[24] Organizational culture assessment and management is a necessary part of organizational improvements.

25. In the public service, insufficient attention is paid to understanding the current organizational culture and to moving it in a direction that creates a working environment that inspires, engages and motivates public servants. As Richard Barrett points out, the biggest challenge facing organizations is how to build a

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[21] Economic Commission for Africa, "Public sector management reforms in Africa: lessons learned" (Addis Ababa, 2003); available from www.rrojasdatabank.info/newpmafrica03.pdf.

[22] Ivor Chipkin, "Histories and cultures of the public service in South Africa", Public Affairs Research Institute.

[23] E. Schein, "Organizational culture and leadership: a dynamic view", *Human Resource Management*, vol. 24, No. 3 (Autumn, 1985).

[24] K. K. Dale, "Perceptions of organizational culture of a multi-campus community college district: mixed methods in concert", PhD dissertation (unpublished), Colorado State University, 2012.

culture that encourages the highest levels of employee creativity and productivity. The answer to this lies in understanding employee motivation.[25] Such an understanding will ensure that public servants are invigorated and are motivated to deliver on the vision. Moreover, a working environment that supports the well-being of the employee will result in reduced absenteeism, better quality work and improved relationships with co-workers. However, in his critique on the new public management concept, the President of the Lebanese American University, J. Jabbra, cautioned against viewing comparisons with the private sector where public servants are now managers who must produce precise and measurable results in a clinical setting devoid of compassion and care rather than as servants of the citizenry who have to find innovative ways to work with imprecise ideals in the form of policies handed down to them by their political executives.[12] However, even the private sector has moved some way towards recognizing that it is important to look after the well-being of the employee, in order to get increased productivity.

### 2. Importance of leadership

26. "Leadership, leadership and again more leadership" is a mantra that holds true for the tone, culture and professionalism of the public service. Turkia Ould Daddah argues that there cannot be a professional public service without the affirmation of "resolute and consistent political will".[8] Political leadership is necessary to ensure a climate conducive to the development of professionalism in the public service.

27. A values-based leadership sets the tone for a working environment that nurtures participation, innovation and performance. Africa's leaders must be grounded in the consciousness of the common good and must have a vision that resonates with their people. The sustainable development goals, contextualized nationally, have the potential to inspire both the public and public servants to aspire to their attainment, provided they believe, through the actions of those who lead, that the intent is honest and for the common good.

28. However, a grounded, culturally aware and systemic understanding of the state of leadership across the continent is critical if, first, the roots of African leadership are understood, and, second, a grounded understanding is used to inform an adept and relevant response to improvements in leadership. Addressing public sector reform for improvements in administration and governance in Africa requires a concerted effort that should include reforms aimed at the control of corruption and greater transparency and accountability.

29. Likewise, Turkia Ould Daddah indicates that a lack of professionalism among senior public servants will have severe consequences for sustainable development.[8] Administrative senior leadership that interfaces with public servants on a daily basis needs to build the right environment to get the best out of public servants, which should include a values-based culture, underpinned by selflessness; participation; collaboration; diversity; learning and innovation; community and society contributions; and vision. Self-interest without a public "servant mentality" impedes progress and will undermine sustainable development.

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[25] R. Barrett, *Liberating the Corporate Soul: Building a Visionary Organization* (Woburn, Massachusetts, Butterworth-Heinemann, 1998).

30. This does not detract from the view that when individuals join the public service, they have a special duty to be fair and impartial in their dealings with the public.[8] Impartiality, neutrality, transparency, accountability and responsiveness are inherent to their job descriptions. Remuneration does play an important part in motivation and job security, and it acts as a guarantee of neutrality. However, Ivor Chipkin points out that while there is much focus on incentives aligned with performance management systems, these do not necessarily account for observed variation in effectiveness.[22]

31. Deliberately investing in building the right environment and borrowing characteristics from other sectors in society will not erode the commitment to the common good by public servants but rather enhance their awareness of the public administration ecosystem as it interfaces with society and the immense responsibility they have to play in that system. The remuneration and rewards debate will neither erode the common good nor put the personal interest of the public servant above the common good. It only focuses on one aspect of what is needed to create a conducive environment that motivates.

32. Leadership in both the political and administrative spheres of public service is regarded as critical and has led to many calling for a reshaping of values[26] and calling for commitments to be assessed against metrics for success, thereby supporting accountability.[14]

### 3. A people-centred agenda must be at the heart of sustainable development

33. The Goals succeeded in placing people at the centre of the development agenda (see A/68/202). P. S. Omoyefa states that reform goes beyond government administration machinery and that, in order to achieve a meaningful public sector reform, both the private sector and the civil populace have to be embedded in it. Therefore, inclusiveness and a bottom-up approach with broad national participation are non-negotiable for the success of the sustainable agenda. This therefore requires astute public servants who are responsive, understand the policy developing cycle, promote participation, are strong on dialogue and can effectively manage public/private partnerships. Public servants themselves need to be engaged and feel part of the society to whose needs they are responding. A disengaged public servant will respond in an uninterested and uncaring manner, showing little empathy to the plight of the poor and not understanding the need to develop pro-poor policies.

34. Encouraging full participation has not been a strong point; the gender issue is a telling example. Gender inequality is a major challenge for achieving sustainable development, and serious injustices against women persist,[18] including gender-based violence; the unequal distribution of wealth; and the wide gender gap in participation and decision-making at all levels.[27] If the public service is the microcosm of the society it serves, it requires the necessary capacity and training of public servants in diversity and dialogue in order to understand and manage the full

[26] Tag Elsir Mahgoub Ali, State Minister of Labour and Administrative Reform, the Sudan, "The role of public sector leadership in fostering socio-economic and political development in Africa", seminar on public sector leadership capacity development for good governance in Africa, Kampala, 2004.

[27] Sithabiso Gandure, "Sustainable development goals: a southern Africa perspective", paper presented at the Africa Regional Consultative Meeting on the Sustainable Development Goals, Addis Ababa (2013).

participation of that group. It cannot be expected that the challenges will automatically resonate with them and that, in turn, they will respond with the necessary skills. The persistent view that public servants are all knowing and must respond accordingly creates many of the service delivery breakpoints and calls for serious rethinking on how public servants are orientated to certain aspects of their roles. The view that they should know better only further disenchants and demotivates them since, in many cases, they are called upon to perform without having the requisite training and orientation.

### 4. Reposition the human resources function in order to deliver on the employee agenda

35. Human capital is the predominant determinant of organizational success.[28] If people accept that view, as the present paper does, the functionaries who facilitate the people agenda and provide strategic advice to managers and leaders within the public service in terms of how best to manage their people, will need to have the necessary skills, competence and space at the strategic table to influence the importance of such a focus.

36. When the current human resources functions/units within public service are assessed, the focus is on transactional activities rather than on the transformational and organizational development interventions that focus on building a motivated workforce. Human resources is seen as a core element of organizational planning and is a core business function for transactional matters. Very few public services in Africa focus on the strategic value of human resources to an organization, and miss out on the opportunity of using that employee cadre to assist managers in creating better informed and engaged employees, enticed by the public service employment brand, with levels of technology and automation to deliver quality service at lower costs. The human resources function is also not equipped to provide a competitive advantage in the emerging talent-centric environment. Either by design or default, the human resources function in the public service seems least equipped to support the emotional well-being of a workforce required to deliver in a complex environment with high pressures and high standards. It was therefore opportune to launch the Africa Human Resource Managers' Network during the capacity-building workshop of the Department of Economic and Social Affairs held in Arusha, United Republic of Tanzania, on 27 February 2009. Its primary objective was to enhance the capacity of human resources managers in the public service in Africa and, in so doing, to reposition and strengthen the role of the human resources practitioner. The constitution of the Network recognizes "the need for the development of competent and professional human resource managers in Africa's public sector to support the development of knowledge, know-how and skills, networks and attitudes to personnel in the public sector through whom services are planned and delivered, critical innovations conceived and realized and needed reforms carried out for rapid economic and social development of the African continent". It sets out to promote, improve and strengthen excellence, integrity and professional standards in the practice of human resources management in the public sector in Africa.

[28] Public Service Commission of Canada, "Emerging trends affecting the Public Service Commission and the Public Service Employment Act", a Public Policy Forum Research Paper (September 2009).

37. The influence of the human resources function must be appreciably increased at the strategic and decision-making table, and the metrics and measures of the strategic value of the function must be developed if it is to be positioned to facilitate the engagement and motivation of public servants to deliver on the sustainable development agenda.

# IV. Conclusion

**Consideration for invigorating public servants for a post-2015 development agenda**

38. After many decades of public sector reforms across the African continent, several lessons have been learned, which, if actively considered, can provide useful in the policy to shape Africa's post-2015 development agenda. It is crucial to know what works and what does not, especially given the tremendous effort and resources allocated to reforms.[21] The present paper has therefore looked at the impact of reform change on the public service in Africa, and the resulting challenges and issues facing the professionalism of the public service, and its ethos, suggesting that the limited focus on the organizational culture of the public service and its institutions has contributed to the failures of the reform. It draws lessons from the reform periods and Millennium Development Goals to understand what will contribute to a better ethos, and positive culture and morale among public servants for sustainable development in Africa, and argues that the lessons provide opportunities to strengthen professionalism and motivation among public servants in the context of sustainable development.

39. Good governance, as a paradigm for effective public service delivery, resonates strongly across many African public service regimes. However, good governance alone is but an approach to doing something in the right way. Such macrolevel lessons on their own may not prove (and, indeed, have not proved) to be sufficient to entrench a strong ethos of performance and accountability in how public servants approach improvements to performance. The lessons learned at the microlevel or institutional nature of the public service organization need restating. How well is the culture of the public service understood in Africa and, using that understanding, how can experiences gained be built upon to reaffirm the need for making sweeping changes to the institutional cultures and organizational practices within Africa's public services? P. S. Omoyefa argues that any meaningful public sector reform goes beyond the government administration machinery. While much has been written about institutional change from within the public service organization, hard work is still required to implement the lessons learned in effecting improvements to the approaches by political and senior administrative leadership, in professionalizing the public service and in embedding public sector management within local and organizational cultural values.

40. In order to effect a behavioural and mindset change among public servants a concomitant focus is required to rally support among them to always do the right thing. Notwithstanding, good governance can ensure sustainable development. However, it needs to move beyond commitments in policies, practices and institutions to demonstrated practice if it is to put the citizen at the centre and to regain the trust of the public. This therefore requires the type of quality leadership at the political and administrative senior level that is committed to fighting corruption, promoting accountability and transparency and upholding the rule of law.

41. At the heart of the argument is the consideration of whether public services understand the culture of their public service and how to embed values and drive performance. It borrows from private sector literature, contending that understanding what goes on in an organization is critical in determining how to run it and, more importantly, how to improve it. In the area of public service, attention is not sufficiently paid to understanding organizational culture and how to create an enabling working environment that inspires, engages and motivates public servants to deliver on the vision.

42. The bedrock behind the repositioning and reorientation of the public service must be a values-based leadership culture, with the administrative leadership building the right environment to get the best out of public servants. That environment must be values-based and underpinned by selflessness, participation, collaboration, diversity, learning and innovation, community and society contributions, and vision. Investing in the right environment will enhance the commitment to the common good and make the public service an employer of choice. In turn, public servants must understand that in joining the public service they have a special duty to uphold the following values that are inherent in their job descriptions: impartiality, neutrality, transparency, accountability and responsiveness. Likewise, a people-centred sustainable development agenda requires astute public servants who are responsive, understand the inclusive policy development cycle, promote participation, are strong on dialogue and involve all actors. In order to successfully integrate this, public servants themselves need to be engaged and feel part of society. The result otherwise will be a disengaged public servant who responds in an uninterested and uncaring manner.

43. This orientation will require the human resources function to facilitate the employee agenda in the public service. In order to successfully do this the influence and strategic value of the function needs to be reassessed. It must be elevated from being just a transactional driver to becoming a transformational focus with the necessary organizational development interventions to transform the culture that builds passionate, engaged and invigorated public servants to deliver on the sustainable development agenda.

44. Ultimately, public service culture must be based on strong values, and the expressions of those values must be within the context of good governance and the rule of law, guided by solid, committed leadership. Without that, the public service will not be connected to its citizens and will not be able to deliver on the sustainable development agenda. As such, there will be retarded progress on completing the Millennium Development Goals and on successfully delivering on the post-2015 agenda.

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**Review of the United Nations Programme in Public Administration and Finance**

# Review of the United Nations Programme in Public Administration and Finance

## Report of the Secretariat

*Summary*

The present report highlights the major activities undertaken by the Secretariat in 2013 under the United Nations Programme in Public Administration and Finance. It also sets out the strategic framework for the period 2016-2017. The Committee of Experts on Public Administration is invited to review and provide feedback on those activities and on the comments on the strategic framework to the Secretariat, which are intended to assist national and local governments in addressing their current public governance and administration challenges as well as the emerging issues in a globalized world.

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# I. Introduction

1. The Division for Public Administration and Development Management of the Department of Economic and Social Affairs is the principal entity within the Secretariat mandated to implement the United Nations Programme in Public Administration and Finance. It assists States Members of the United Nations in fostering effective, efficient, transparent, accountable, innovative and citizen-centred public governance, administration and services for sustainable development.

2. The present report highlights the major activities undertaken by the Secretariat in 2013 under the Programme for review by the Committee of Experts on Public Administration.

3. The report also sets out the strategic framework for the period 2016-2017. The Committee is requested to review and provide feedback on those activities and on the comments on the strategic framework to the Secretariat, which are intended to assist national and local governments in addressing their current public governance and administration challenges for sustainable development.

# II. Major activities in 2013

4. The activities of the Secretariat in the area of public administration are currently being implemented under subprogramme 8, Public administration and development management, of section 9, Economic and social affairs, in part IV, International cooperation for development, of the United Nations programme budget for the biennium 2012-2013, by the Division for Public Administration and Development Management, with particular regard to the needs of Member States that have requested assistance and of developing countries, especially least developed, post-conflict or post-crisis countries, and countries with economies in transition. A summary of the major activities implemented in 2013 is provided below.

## A. Servicing of intergovernmental and expert bodies

### General Assembly and Economic and Social Council

5. The mandates of the Division are defined by resolutions and decisions adopted by the General Assembly and the Economic and Social Council, inter alia, those pertaining to governance and public administration, information and communications technologies for development and further implementation of the outcomes of the World Summit on the Information Society (see Council resolutions 2012/5 and 2012/28) and the High-level Plenary Meeting of the General Assembly on the Millennium Development Goals (Millennium Summit) (see Assembly resolution 65/1).

6. In its resolution 68/198 on information and communications technologies for development, the General Assembly acknowledged the positive trends in the connectivity and affordability of global information and communications technologies. It also stressed the important role of Governments in the effective use of information and communications technologies in the design of public policies and in the provision of public services responsive to national needs and priorities,

including on the basis of a multi-stakeholder approach, to support national development efforts. It further acknowledged the importance of the Internet Governance Forum for multi-stakeholder dialogue on various matters, including discussion on public policy issues related to key elements of Internet governance. In the same resolution, the Assembly took note of the report of the Working Group on Improvements to the Internet Governance Forum (A/67/65-E/2012/48 and Corr.1) and requested the Secretary-General to submit, as part of his annual reporting on the World Summit on the Information Society, information on the progress made in the implementation of the recommendations contained in the report of the Working Group, particularly on enhancing the participation from developing countries.

**Committee of Experts on Public Administration**

7. The Division provided substantive and administrative services to the Committee of Experts on Public Administration (see www.unpan.org/cepa) at its twelfth session, which was held at Headquarters from 15 to 19 April 2013. The main theme of the session was "The role of responsive and accountable public governance in achieving the Millennium Development Goals and the post-2015 development agenda". The sub-themes covered during the session were "Making public governance work for the post-2015 development agenda"; "Accountability of stakeholders in public governance for development"; and "Creating an enabling environment for the post-2015 development agenda".

8. On the basis of the draft resolution proposed by the Commission, the Economic and Social Council adopted resolution 2013/23, in which the Council reaffirmed that the foundations for sustainable development at all levels include transparent, participatory and accountable governance and a professional, ethical, responsive and information and communications technology-enabled public administration. The Council also stressed the centrality of effective and responsive local governance with sufficient and appropriate authority and resources for sustainable development, and emphasized the need to strengthen governance, public administration and professionalism at both the national and the local levels, to improve the delivery of public services. The Council further encouraged Member States to promote ... public trust and accountability by providing access to information, fostering the use of open government data in public institutions and publicly funded organization and optimizing citizen engagement, including through relevant and ongoing initiatives.

## B. Analytical research

**United Nations Public Administration Country Studies**

9. In further support of the efforts of Member States to improve performance in public administration, development management and e-governance, the Division continues to work on the development of the United Nations Public Administration Country Studies to underpin the importance of public sector reform initiatives. These studies serve to assist Governments in making evidence-based decisions by providing country data and global views on conventional and emerging topics related to governance and public administration, thereby assisting countries in fostering efficient, effective, transparent, accountable, clean and citizen-centred

public governance and administration for the accelerated achievement of the Millennium Development Goals and the internationally agreed development agenda.

10. A flagship publication of the Division, *The World Public Sector Report* brings to the fore in its 2013 edition (forthcoming) a very critical issue: the role of responsive and accountable governance for the post-2015 development agenda. Based on the outcomes of the twelfth session of the Committee of Experts on Public Administration, in addition to contributions from a number of Committee members and the thematic research work undertaken for the country studies, the report provides useful guidance and policy recommendations, addressed primarily to decision makers and practitioners in the field of public administration in developing countries, as well as to other interested stakeholders. The report underscores that responsive and accountable governance, including effective, responsive and accountable public administration, is key to accelerating progress on the Millennium Development Goals and the implementation of the post-2015 development agenda. In this regard, the report may be of interest also in the discussions of United Nations intergovernmental bodies, including the Economic and Social Council, on the development agenda as the target date for achieving the Goals approaches.

**United Nations e-Government Survey**

11. The other flagship publication of the Division is the *United Nations e-Government Survey*, which assesses all 193 Member States with respect to their e-government development and the extent of e-participation (see www.unpan.org/e-government). The reports of the past surveys provided time-series data and an analysis of trends in e-government readiness and development across regions and at the country level, and have become the global benchmark for measuring e-government development.

12. The *United Nations e-Government Survey 2012: e-Government for the People*[1] has been translated into Arabic by the Government of the United Arab Emirates, into Chinese by the E-Government Research Centre of the Chinese Academy of Governance, and into Spanish by the Government of Costa Rica to enable countries in the respective regions to further build their capacities and raise awareness about emerging issues and trends in the area of e-government development.

13. The high level of interest in and impact of the *Survey* is reflected in 182 news articles and web links that highlight the e-government initiatives of Member States and international agencies and organizations.

14. In early 2013, the Division began preparatory work for the 2014 edition of the *Survey*, which looks ahead to the post-2015 United Nations development agenda by stressing the power of information and communications technologies to strengthen good governance and public service delivery. Under the theme "E-government for the future we want", the *Survey* recalls that promoting universal access to public services can make an important contribution to consolidating and achieving development gains. It reiterates that to achieve sustainable development, effective, transparent, accountable and democratic institutions are needed at all levels. The contribution of information and communications technologies to these ends is the main issue underlying the 2014 edition.

[1] United Nations publication, Sales No. E.12.II.H.2.

15. The *Compendium of Innovative Practices of Citizen Engagement by Supreme Audit Institutions for Public Accountability*[2] provides an overview of successful examples of and innovations in the engagement of citizens by supreme audit institutions. It draws from a survey of the membership of the International Organization of Supreme Audit Institutions (INTOSAI) administered before the twenty-first United Nations/INTOSAI symposium, held in 2011, as well as its deliberations. The purpose of the publication is to show, through comparative case studies and analysis, how supreme audit institutions around the world have successfully collaborated with citizens and civil society groups to improve public accountability.

16. The *Compendium of Innovative E-Government Practices* is a compilation of case studies on innovative e-government solutions, services and applications with elements of transferability and adaptability. It covers a wide range of innovative cases that are introduced and successfully implemented by public administration institutions at the local, national and regional levels, and/or in cooperation with national and international development partners. The *Compendium* aims to provide a platform for the dissemination and promotion of best practices to hasten innovations that create public value for citizens, and tackles development challenges in social sectors such as health and education while bridging the digital divide for the vulnerable groups. The forthcoming volume V of the *Compendium* brings the number of cases of best practices in e-government disseminated and shared to more than 600.

**Expert group meetings**

17. In 2013, the Division conducted four expert group meetings to expound on new developments and emerging trends in governance and public administration. The meetings provided forums at which expert knowledge and experience were mobilized to identify critical issues, especially for the post-2015 development agenda.

18. The objective of the expert group meeting on the theme "The United Nations post-2015 agenda: governance, public administration and information technology for post-2015 development" was to further the thinking of the United Nations on governance as an enabler for post-2015 development by exploring and identifying issues and challenges facing both Governments and citizens in their quest for sustainable development. It was held from 3 to 5 July 2013 during the high-level segment of the Economic and Social Council, in partnership with the Centre for Electronic Governance at the United Nations University (UNU) International Institute for Software Technology.

19. The expert group meeting on the theme "the transformative power of e-government: innovative ideas and practical tools for the post-2015 development agenda" was held in Manama from 24 to 27 June 2013. The meeting provided a forum for the experts to exchange views on emerging trends and issues related to the theme of the meeting and to provide advice and recommendations to the Division on finalizing the toolkit on promoting collaborative e-governance.

20. An expert group meeting on the outcomes of the twenty-second United Nations/INTOSAI symposium was held in Vienna from 5 to 7 March 2013. The

[2] United Nations publication, Sales No. 13.II.H.2.

participants at the symposium had deliberated on the subject "Audit and counselling by supreme audit institutions: risks and opportunities, as well as possibilities for engaging citizens", a topic chosen on the basis of a survey carried out among all INTOSAI members. This threefold topic allowed the participants to exchange views and details on new approaches towards audit and counselling by supreme audit institutions, risks in audit, and opportunities to enhance independence, effectiveness and efficiency as well as the possibilities of citizen engagement.

21. A Development Account project expert group meeting on transfer and adoption of innovative practices for improved public service delivery in the least developed countries, organized by the Division, was held in New York on 25 and 26 February 2013. The workshop focused on identifying specific areas of service delivery related to the Millennium Development Goals and the best ways to bring innovative solutions to governance problems through intra- and intergovernmental cooperation.

## C. Knowledge-sharing and training

22. The United Nations Public Administration Network (www.unpan.org) is an online global partnership network of 32 international and regional institutions and United Nations agencies. In 2013, improved access to information and an increase in knowledge-sharing were evidenced by the 82,925,220 page views recorded for the Network and the 632,462 page views recorded for the United Nations Public Administration Country Studies. The Network served as the de facto global network and portal for public administration and governance.

23. The United Nations Public Administration Network and the United Nations Public Administration Country Studies provide information, data and analytical research on conventional and emerging topics related to governance and public administration. As part of the multi-year work on the country studies, research continued in the areas of codes of conduct, national strategies and policies on e-government, e-government development and e-participation indices, legal frameworks and institutions for citizen engagement in public affairs, and open government data on development management.

24. The online training centre of the United Nations Public Administration Network delivers capacity-building courses on various public administration topics (see www.unpan.org/elearning). In 2013, the centre delivered, free of charge, 36 online courses covering various topics related to electronic and mobile government, institution and human resources management in public administration, knowledge management in government and the Millennium Development Goals. The courses are aimed at practitioners, including community leaders, responsible for the formulation and implementation of development policies and programmes, and scholars and students of public administration.

25. In 2013, a course entitled "Principles of e-government" was translated into Portuguese. This course provides background knowledge on the basic concepts of information and communications technology development and e-government. It gives an overview of the evolution of information technology, its content and its applications, with particular reference to e-government.

26. A new interactive online course, entitled "Fundamentals of the *United Nations E-Government Survey*", focuses on what the survey is, how it was designed and for

what purposes. It also features an overview of major trends in e-government, including whole-of-government approaches, multi-channel service delivery, e-participation, usage, bridging the digital divide for vulnerable groups and open government data.

27. During 2013, the interactive courses of the online training centre were delivered to 5,287 participants around the world. The most popular course continued to be "Principles of e-government", followed by "Strategic intelligence".

28. The Measurement and Evaluation Tool for E-Participation Readiness (METEP) was prepared with the aim of creating the context for the development of e-participation. METEP will be an online, interactive tool to assist Member States and decision makers at all levels in developing, monitoring, refining and improving the context within which information and communications technologies can be used to transform government with a view to improving citizen participation. This project was developed in collaboration with the Capstone programme of New York University.

29. METEP was developed in response to a need for greater citizen engagement by all stakeholders, as identified in the outcome document of the United Nations Conference on Sustainable Development, held in Rio de Janeiro, Brazil, in 2012, "The future we want", and the report of the United Nations Task Team on the Post-2015 United Nations Development Agenda, "Realizing the future we want for all". METEP aims to help Member States better understand the use of information and communications technologies for civic engagement and public participation. The outcome of such an evaluation can be an important source of policy and practice recommendations aimed at engaging citizens more directly in key areas of development planning and public management. METEP considers three major building blocks of citizen engagement: (a) providing information to citizens; (b) consulting citizens on development matters; and (c) engaging citizens in decision-making.

30. To strengthen participatory governance, the Division has been conducting research in open government data, specifically in the areas of policy and regulatory frameworks, organizational frameworks, channels and modalities, and case studies. The Division has developed the Open Government Data for Citizen Engagement in Managing Development guidance toolkit[3] to assist government decision makers in implementing, evaluating and sustaining open government data initiatives for citizen engagement. It can be used to understand, design, implement and sustain open government data initiatives. The document is tailored to the needs and is mindful of the constraints of developing countries, but it can be used by anyone interested in opening up data. It contains the core principles of openness, best practices and case studies, checklists, step-by-step guidelines and practical policy. The toolkit introduces the concept of open government data, strategies for designing open data programs, steps for implementing, monitoring and evaluating the related programs, and ideas for sustaining the open data ecosystem. It also provides checklists for assessing open government data readiness, options for open data platforms and information on open data formats.

[3] Available from http://workspace.unpan.org/sites/Internet/Documents/OGDCE%20Toolkit%20v1.13-Feb2013.pdf.

**Capacity-building workshops**

31. Based on the recommendation of the expert group meeting on transfer and adoption of innovative practices for improved public service delivery in the least developed countries, a follow-up capacity-building workshop was held in June 2013 during the United Nations Public Service Awards ceremony.

32. In conjunction with the awards ceremony, four parallel capacity-development workshops were held at which experts presented in the following areas: (a) transferring and adapting innovative practices for improved public service delivery in the least developed countries; (b) promoting collaborative e-governance through innovation and information and communications technologies; (c) fostering participation in the context of the post-2015 development agenda; and (d) transforming public service delivery to advance gender equality, in collaboration with the United Nations Entity on Gender Equality and the Empowerment of Women (UN-Women). The outcomes of the workshops informed a ministerial round table and an intergenerational dialogue that produced concrete recommendations on how to improve public service delivery through collaborative government approaches.

33. An international capacity-building workshop entitled "E-participation: empowering people through information and communications technologies" was held in Geneva in July 2013. The workshop aimed to enhance the knowledge of policymakers, experts and practitioners on e-participation and to enhance the draft version of the online e-participation self-assessment tool METEP. A follow-up national capacity-development workshop on METEP was also organized jointly with the Government of Azerbaijan in Baku in December 2013.

34. Together with the Government of Finland, and in collaboration with the European Commission, the Division jointly organized a capacity-development workshop for government chief information officers and key officials on leading the way in e-government development, held in Helsinki from 28 to 30 May 2013. The workshop provided an opportunity to discuss the latest issues and trends among leading and emerging countries in e-government development.

35. A capacity-development workshop for human resource managers in Africa was conducted in collaboration with the African Association for Public Administration and Management and the Africa Public Sector Human Resource Managers' Network on the theme "Public sector leadership capacity development for efficient and effective management of the public service in Africa". The workshop took place in Kigali from 18 to 22 November 2013. The main objective of the workshop was to exchange ideas and best practices and to explore strategies for strengthening the role of human resource managers in the public service sector in Africa. An additional workshop on innovation and performance evaluation in Africa and the role of human resource managers, organized jointly with the Africa Public Sector Human Resource Managers' Network, was held in Addis Ababa from 11 to 13 December.

36. A capacity-building workshop on innovation in e-government, organized jointly by the Ministry of Information Technology and Communications of the Government of Colombia and the United Nations Development Programme (UNDP) in Colombia, was held in Bogota on 28 and 29 November 2013. The participants reviewed and analysed approaches and best practices of e-leaders in responding to the challenges of e-government development.

37. The Division, in collaboration with the National Institute of Public Administration of Mexico, the Government of the State of Tabasco and the Institute of Public Administration of Tabasco, organized and conducted an international forum on preventing corruption in the management of the public space, and a workshop on strengthening capacities for leadership, professionalism, integrity and ethics to prevent corruption in the management of the public space in Latin American countries. The events were held in Villahermosa, Mexico, from 30 September to 2 October 2013. The workshop, attended by senior public service officials from Latin American countries, aimed: (a) to strengthen the capacities of public officials to analyse and understand the linkage between leadership, professionalism, integrity, ethics and corrupt behaviour in the public service; (b) to develop and strengthen leadership, professionalism, ethics, integrity and other human resource capacities, including knowledge, skills and attitudes, in the public service in Latin American countries in order to prevent corruption in the management of the public space; (c) to develop capabilities in Latin American countries to leverage information and communications technologies to prevent corruption in the public service; and (d) to develop and strengthen capacities in the leadership of the Latin American public service for engagement by citizens, civil society, and private sector actors and stakeholders to ensure transparency and accountability in the delivery of public services.

## D. Advocacy and partnership-building

### Governance and institution-building cluster of the Executive Committee on Economic and Social Affairs

38. Governance and institution-building is one of the 10 thematic clusters of the Executive Committee of Economic and Social Affairs. The cluster is composed of United Nations entities that come together to explore synergies and the possibilities for cooperation in order to better serve Member States and development stakeholders within a more integrated framework for governance and institution-building.

39. The government and institution-building platform (paconnect.unpan.org/group) was set up by the Division, which leads the cluster to facilitate online information exchange among cluster members. The Division continued to be the focal point in 2013 for collaboration among the members of the cluster, a community of civil servants and international development practitioners interested in public administration and development issues and approaches. During the year, there were 37 blog posts, 1,326 views and 27 comments on the website.

40. Seventeen United Nations agencies are currently members of the cluster, including relevant departments and offices of the Secretariat, the regional commissions, and related United Nations and specialized agencies. In April 2013, a face-to-face meeting was convened as a side event of the twelfth session of the Committee, focusing on following up the recommendations of the United Nations Conference on Sustainable Development.

**United Nations Public Service Awards and Public Service Day**

41. In its resolution 57/277, the General Assembly designated 23 June as United Nations Public Service Day to celebrate the value and virtue of service to the community. In 2000, the Economic and Social Council, in its decision 2000/231, endorsed the recommendation of the Group of Experts on the United Nations Programme in Public Administration and Finance to award prizes for contributions made to the cause of enhancing the role, prestige and visibility of public service. The United Nations Public Service Awards programme (see www.unpan.org/unpsa) is the most prestigious international recognition of excellence in public service. Through an annual competition, it rewards the creative achievements and contributions of public service institutions with respect to promoting a more effective and responsive public administration in countries worldwide.

42. The 2013 United Nations Public Service Awards Forum, United Nations Public Service Day and awards ceremony, with the theme "Transformative e-government and innovation: creating a better future for all", were organized by the Division in partnership with UN-Women, the Economic and Social Commission for Western Asia (ESCWA) and the Government of Bahrain in Manama, from 24 to 27 June 2013.

43. Nominations for the United Nations Public Service Awards increased by 28 per cent from 2012. The participation of Member States also increased, from 73 in 2012 to 82 in 2013, including 11 countries participating for the first time.

44. Three workshops were held as part of the events. A workshop on transfer and adaptation of innovative practices for improved public service delivery in least developed countries offered a platform for selected public sector managers to increase awareness of the innovations available for important areas of service delivery, specifically, knowledge and strategies for designing and implementing efficient, equitable and responsive delivery systems.

45. A workshop on promoting collaborative e-governance through innovation and information and communications technology aimed to provide a platform for senior officials to discuss trends and challenges in e-government. Through an integrated approach of academic overview and in-practice implementation, coupled with sharing of experiences and in-depth discussion, the workshop provided guidance on how government can be enabled to tackle issues and provide better public service to citizens through collaborative governance systems operating in an open and participatory manner.

46. The last workshop, on fostering participation in the context of the post-2015 development agenda, aimed at enhancing participants' capacity to conduct a self-assessment with respect to the engagement of citizens. In addition, the workshop helped to identify needs for capacity development and training requirements for tracking progress in participatory governance and citizen engagement in development management in the Arab region.

47. In addition, the Division organized, together with UN-Women, a capacity-building workshop on transforming public service delivery to advance gender equality, to examine good practices, gaps and challenges in women's access to public services; financing for gender equality and its impact on the implementation of commitments towards gender equality and women's rights were also discussed.

48. In total, 47 public organizations from the following 28 Member States received awards: Bahrain, Botswana, Brazil, Ecuador, Egypt, Ethiopia, Georgia, Germany, India, Italy, Jordan, Kenya, Mexico, Morocco, Nigeria, Oman, Pakistan, Peru, Republic of Korea, Republic of Moldova, Singapore, Slovenia, South Africa, Spain, Thailand, Trinidad and Tobago, United Arab Emirates and United States of America.

**Facilitation of World Summit on the Information Society action lines C1, C7 on e-government and C11**

49. As in the past, the Division organized the eighth facilitation meeting of action lines C1, C7 on e-government and C11 of the Geneva Plan of Action and the Tunis Agenda for the Information Society. The meeting was held during the 2013 World Summit on the Information Society Forum, held in Geneva from 13 to 17 May 2013. The facilitation meeting served as an enabling platform of World Summit outcomes for an international and multidisciplinary group of experts and national practitioners, including public officials, academics, members of civil society and private sector stakeholders, to share their experiences and exchange practices, including in the area of e-government. In collaboration with the International Telecommunication Union (ITU), the Division also organized an expert group meeting entitled "E-participation: empowering people through information and communications technologies", held in Geneva on 24 and 25 July 2013. The meeting brought together policymakers and practitioners from various developing countries with the purpose of enhancing their knowledge on e-participation by allowing them to benefit from the international expertise and to contribute, through the discussions and sharing of experiences, to the development of METEP. The participants reviewed the challenges and opportunities offered by information and communications technologies, exchanged ideas and shared experiences on existing policies, strategies and practices with a view to promoting e-participation.

50. An event entitled "Technology-enabled governance post-2015" was held on 13 May 2013, during the World Summit on the Information Society Forum. Participants heard presentations and discussions by high-level representatives from government, academia, industry and the United Nations system on how technology-enabled governance can contribute to the post-2015 United Nations development agenda and on improvements in the efficiency, effectiveness and transparency of governance processes. The primary objective of the meeting was to discuss technology-enabled governance, or e-governance, which is potentially an important development enabler for implementing and governing the post-2015 process. The Forum itself concentrated on the value of e-governance for advancing public policies post-2015.

**Internet Governance Forum**

51. The Division has been entrusted by the Under-Secretary-General of the Department of Economic and Social Affairs with supporting and overseeing the work of the secretariat of the Internet Governance Forum, in terms of both policy and administration, to ensure its effective functioning.

52. In the third year of its second five-year mandate, the Forum continued to act as the premier global multi-stakeholder platform for policy dialogue on Internet governance. The eighth session of the Forum was held in Bali, Indonesia, from 22 to 25 October 2013. The overarching theme was "Building bridges: enhancing

multi-stakeholder cooperation for growth and sustainable development", with the following sub-themes: (a) "Access and diversity: the Internet as an engine for growth and sustainable development"; (b) "Openness: human rights, freedom of expression and free flow of information on the Internet"; (c) "Security: legal and other frameworks — spam, hacking and cybercrime"; and (d) "Enhanced cooperation: principles of multi-stakeholder cooperation and Internet governance principles". Some 135 focus sessions, workshops, open forums, flash sessions and other meetings took place during the four-day event.

53. More than 2,000 participants representing 111 different countries convened in Bali, either physically or remotely. Approximately 1,704 remote connections were made to the meetings by participants in 83 different countries. All the webcast videos were uploaded to YouTube immediately after the sessions ended, allowing the public to view the proceedings. There were approximately 25 remote hubs and more than 100 remote presenters joined the main sessions and workshops. The number of participant badges issued was 1,473. As was the case in Baku for the seventh Internet Governance Forum, civil society was the stakeholder group with the most representation. In addition to the webcast, real-time transcription was also available to enhance the overall participatory experience for those in Bali and those following around the globe. Millions of interested individuals followed the proceedings through Twitter, enabling robust discussions prior to, during and after the event.

**International Association of Supreme Audit Institutions**

54. As previously noted, the twenty-second United Nations/INTOSAI symposium was held in Vienna in March 2013 (see para. 20 above). In addition to the main topic, a panel discussion on safeguarding financing for sustainable development was held in New York on 28 May 2013, chaired by the Permanent Representative of Austria to the United Nations. The Secretary-General of INTOSAI and President of the Court of Audit of Austria gave the main presentation.

55. The Division supported the United Nations participation at the twenty-first International Congress of Supreme Audit Institutions, held in Beijing in October 2013. An international congress of members of INTOSAI is held every three years.

56. The United Nations/INTOSAI joint project on collecting important literature on strengthening capacities of supreme audit institutions in the fight against corruption is aimed at supporting capacity development of auditing institutions in their anti-corruption work. It provides easy access to relevant articles on the work of INTOSAI and the United Nations in one publication, available in print and online. The publication was produced with the Board of Audit and Inspection of the Republic of Korea, in its capacity as the Chair of the INTOSAI Platform for Cooperation with the United Nations.

**Other partnerships**

57. The Division continued to build partnerships with international institutions and other stakeholders, including the Center for Public and Corporate Governance at the University of Turabo, Puerto Rico, on research and capacity development initiatives to enhance public participation and citizen engagement; with UNDP on anti-corruption activities; as well as with economic and social interest groups of the

African, Caribbean and Pacific Group of States-European Union on the post-2015 development agenda.

58. The Division also gave a video presentation to introduce the guidelines on open government data for citizen engagement at a regional conference on open data for Latin America and the Caribbean held in June 2013.

59. Also in June 2013, the Division, with ESCWA, organized a capacity development workshop on fostering participation in the context of the post-2015 development agenda and called for an assessment of each of the three building blocks of government-citizen relations (see para. 29 above) to align them with the five transformative shifts proposed in the report of the High-level Panel of Eminent Persons on the Post-2015 Development Agenda.

## E. Advisory services

60. Through its three branches, the Division carries out technical cooperation activities in the form of advisory services and training on subjects falling within its mandate. In 2013, the Division implemented a spectrum of advisory services in the field, especially in the areas of leadership, professionalism and management of the human resources in the public sector (Haiti and Rwanda); e-government capacity development to devise policies, strategies, solutions and services (Bahamas, Morocco, Qatar, United Arab Emirates, Tunisia); e-government key performance indicators (Costa Rica); methodologies and approaches for the collection of best practices in e-government development (Colombia, Panama); citizen engagement, including governance (Chad, Senegal, United States (Puerto Rico)); capacity development in open government (Bahrain, United Arab Emirates, Uzbekistan); and the use of information and communications technologies to strengthen parliamentary institutions, particularly in African and Latin American countries, including Rwanda and Haiti. The Division provided 23 advisory services in 15 countries in 2013. The findings and recommendations of advisory missions and the outcomes of training activities, including their publications, were incorporated in the normative and advocacy work of the Division and provided support to the intergovernmental dialogue at the Economic and Social Council and the Committee of Experts in Public Administration.

61. The budget of technical cooperation projects comes from the United Nations regular programme for technical cooperation, the Development Account, extrabudgetary sources such as UNDP and funds administered by UNDP, and numerous funds in trust, with contributions from donor countries, host Governments and other entities.

### United Nations Project Office on Governance

62. The Division and the United Nations Project Office on Governance jointly organized a special high-level meeting on essential leadership capacities and actions for transformational government, held in June 2013 during the United Nations Public Service Forum. The main objective of the meeting was to identify the essential key leadership capacities needed to promote effective government transformation and to build partnerships with civil society and the private sector, as well as networks at the global, national and local levels to better address socioeconomic and environmental challenges, particularly for the developing

countries. The meeting also discussed and provided recommendations on the concrete actions needed to transform government and promote effective e-government strategies so that the public sector is able to meet citizens' demands effectively and solve complex multiple crises in innovative ways.

63. The United Nations Project Office on Governance, in collaboration with the Ministry of Security and Public Administration of the Republic of Korea , hosted the second Global e-Government Forum, with the theme "Smart Government and smart society: openness, sharing, communication and collaboration", in Seoul from 21 to 23 October 2013. The main objective of the Forum was to enhance cooperation and develop working mechanisms among e-government stakeholders, including policymakers, international organizations, academia and the private sector, for nurturing common understanding of the direction of e-government in the future. The Forum also provided a good platform for sharing experiences and best practices on building e-government at the national and global levels; multifaceted viewpoints on e-government were expressed by participants during thematic sessions on three different tracks, hosted respectively by the Project Office, the Ministry and organizers of the seventh International Conference on Theory and Practice of Electronic Governance.

64. On 3 December 2013, the United Nations Project Office on Governance received a delegation from Iraq that was on an e-governance study tour. The main purpose of the study tour was to understand how to design a national e-governance centre of excellence in Iraq, with a clear structure and mandate to act as a think tank. It was agreed to cooperate further on establishing the centre of excellence and other capacity-building activities, including possibly organizing a training workshop for Iraqi chief information officers.

65. Research conducted by the United Nations Project Office on Governance on the role of e-government in achieving gender equality in Asia and the Pacific was concluded in May 2013. The research, entitled "From promoting gender equality to empowering women: role of e-government in Asia and the Pacific", was conducted in collaboration with the Asia Pacific Women's Information Network Centre of Sookmyung Women's University, in the Republic of Korea. The objective of the research was to analyse the degree to which the development of e-government in countries in the region contributed to the achievement of the Millennium Development Goal of promoting gender equality and empowering women. The research also provided an analytical framework for assessing national e-government readiness for gender equality and a toolkit to develop a national e-government action plan for gender equality and women's empowerment. The Project Office plans to continue the research in cooperation with the Economic and Social Commission for Asia and the Pacific (ESCAP.)

**Support for the implementation of the Africa i-Parliaments Action Plan**

66. Two initiatives developed under the Africa i-Parliaments Action Plan are the Bungeni Parliamentary and Legislative Information System, an open-source suite of applications for the drafting, managing, consolidating and publishing of legislative and other parliamentary documents, and Akoma Ntoso, an Extensible Markup Language (XML) standard for parliamentary, legislative and judicial documents. Another initiative involved the establishment and subsequent implementation of capacity-building activities of the Africa Parliamentary Knowledge Network. The

project was completed in June 2013 and the relevant contents and website have migrated to United Nations Headquarters servers for better management of knowledge-sharing.

## III. Lessons learned

67. Based on constructive feedback received from Member States, the subprogramme on public administration and development management will continue to enhance its research and analytical capacity with a view to aligning it to its technical cooperation and capacity-building activities. In addition, there is a need to increase the number of active partner organizations for information-sharing by various means. More innovative communications channels, including social media, will be explored to strengthen the network and identify areas for collaboration.

68. When organizing global conferences and developing initiatives in the field, the Division will strive to put in place a comprehensive risk-management strategy covering all legal, financial and political issues. It will continue to enhance its research and analytical capacity, with special reference to the issues highlighted in the post-2015 development and sustainable development agendas.

69. With the experience gained in partnering within the Secretariat and with other United Nations entities, the Division will continue to explore constructive partnerships to deliver as one. It will continue to pay attention to the composition of participants in capacity-building workshops to ensure more adequate regional and gender representation, and will take stock of the measures taken as a result of its advocacy and advisory services provided to Member States.

## IV. Strategic framework for the period 2016-2017

70. The Committee is invited to provide its comments on the proposed strategic framework for the period 2016-2017 for the subprogramme Public administration and development management of section 9, Economic and social affairs. The proposed strategic framework is as follows:

**Objective of the Organization**: To foster effective, efficient, transparent, accountable, innovative and citizen-centred public governance, administration and services for sustainable development

| Expected accomplishments of the Secretariat | Indicators of achievement |
|---|---|
| (a) Improved accessibility of information, knowledge-sharing, learning and partnerships through the United Nations Public Administration Network and the United Nations Public Administration Country Studies | (a) (i) Increase in the number of visits to and downloads from the United Nations Public Administration Network<br><br>(ii) Increase in the number of stakeholders in the area of public administration and governance benefiting from usage of an online public administration knowledge base |

| | |
|---|---|
| (b) Enhanced common understanding, resolutions and actions on public governance and administration issues | (b) (i) Increase in the number of references, recommendations and decisions in resolutions of intergovernmental bodies<br><br>(ii) Increase in the number of analytical research, advocacy, advisory, training and knowledge-sharing services, especially for the developing countries, upon request<br><br>(iii) Increase in the number of references, recommendations and decisions in national plans and policies, drawn from publications and products of the Division for Public Administration and Development Management |
| (c) Increased capacity of national and local governments for strengthening professionalism, accountability and excellence in the public sector for sustainable economic and social growth, including in the context of gender mainstreaming and development management | (c) (i) Increase in the number of entries submitted to the United Nations Public Service Awards and Public Service Day, including specific focus on gender-responsive delivery of public services<br><br>(ii) Increase in the number of public administration professionals and other stakeholders who have effectively acquired skills and knowledge in the course of training activities offered online and offline by the subprogramme<br><br>(iii) Increase in the number of methodological, technical and policy recommendations implemented by Governments as a result of advisory services and capacity-development activities delivered by the subprogramme |